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EAST BAY REGIONAL PARK DISTRICT

MASTER PLAN

DRAFT REVISIONS

FOR PUBLIC REVIEW AND COMMENT

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EAST BAY REGIONAL PARK DISTRICT

11500 SKYLINE BOULEVARD/OAKLAND, CALIFORNIA 94619/TELEPHONE (415) 531-9300

BOARD OF DIRECTORS: MARY LEE JEFFERDS, President; WILLIAM F. JARDIN, Vice President; HARLAN KESSEL, Secretary; WALTER H. COSTA, Treasurer; HOWARD L. COGSWELL, JOHN J. LEAVITT, TED RADKE □ RICHARD C. TRUDEAU, General Manager

October 5, 1979

To All Recipients of the Draft Revisions to the
EAST BAY REGIONAL PARK DISTRICT MASTER PLAN

The Board of Directors of the East Bay Regional Park District encourages your review of the enclosed draft revisions to the East Bay Regional Park District Master Plan and participation in the process of making modifications and adjustments to our original Master Plan which was adopted in December of 1973.

The District's Park Advisory Committee has diligently worked over the last two-year period to develop recommendations for revisions to the Master Plan. The Park Advisory Committee's recommendations have also been reviewed by District staff and by the Master Plan Subcommittee of our Board of Directors with the final text representing the best thoughts of the Park Advisory Committee, District staff and our Board of Directors.

We strongly encourage your individual review of the draft and look forward to receiving your comments either in writing ahead of the public hearings which are noted below or by verbal testimony at the public hearings. If you have suggested changes on the draft revisions of the Master Plan, it would be helpful to note the recommended changes on the draft document for return to the District or, if you prefer to keep the draft in your possession, you can note the changes by page number and paragraph in a separate letter. Please address your comments to:

Master Plan Review
General Manager's Office
East Bay Regional Park District
11500 Skyline Boulevard
Oakland, CA 94619

The public hearings are scheduled at the following times and locations:

Tuesday, November 13, 1979 7:30 p.m.	Contra Costa County Water District 1331 Concord Avenue Concord, CA
Thursday, November 15, 1979 7:30 p.m.	Lakeside Park Garden Center 666 Bellevue Avenue, Lakeside Park Oakland, CA

We look forward to receiving your comments and suggestions with the knowledge that the final Master Plan which will be adopted by our Board of Directors will be materially improved and enhanced by District citizens' participation.

Sincerely yours,

Mary Lee Jefferds

Mary Lee Jefferds
President, Board of Directors
EAST BAY REGIONAL PARK DISTRICT

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enclosure

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FOREWORD

The East Bay Regional Park District, a limited-purpose governmental agency operating under the California Public Resources Code, is a regional agency operating in Alameda and Contra Costa Counties, and governed by an elected Board of Directors.

The District is charged by State Law and the mandate of District residents with the acquisition, development and operation of a system of park, recreation, ecological, natural and open space preserves, as well as to protect these lands and hold them inviolate and in perpetuity for park purposes.

Parklands provide a sense of remoteness from urban areas, roaming space for leisure and unstructured recreation, and other park activities which require viewshed protection.

Only through the careful management and protection of parklands can they also serve as ecological units for scientific study; as open space to shape and control urban development and the containment of urban sprawl; as an environment which provides food, habitat and living range for birds, marine and other wildlife; and favorably affect the scenery, climate and livability of the area.

Under Public Resources Code, Article 3,5500 series, the District is empowered ". . . to acquire land, to plan, develop and operate a system of public parks, playgrounds, golf courses, beaches, trails, natural areas, ecological and open space preserves, parkways, scenic drives, boulevards, and other facilities for public recreation . . . for the use and enjoyment of all the inhabitants of the District . . . to conduct programs and classes in outdoor science education and conservation education . . . to employ a police force. . . prevent and suppress fires . . . to manage and control the business and affairs of the District . . . and may do all other things necessary or convenient to carry out the purposes of the District."

Section 5542.5 of the Public Resources Code provides that lands of the East Bay Regional Park District dedicated and appropriated for public use as a regional park, recreational or open space purpose are presumed to be in the highest and best possible use. This provision of law applies when such property is sought to be acquired for city or county road, street or highway purposes.

The process of selecting suitable potential regional parkland sites, negotiating the acquisition at a price fair to both parties, planning for proper land use and resource protection of the land acquired, and

finally developing the land for public use and enjoyment is one which normally requires a number of years; thus, it is obvious that planning for the future is a major responsibility of both the Board of Directors and staff of the East Bay Regional Park District.

This was eminently true in the 1930's when the founders of the District proposed its formation during the height of the "Great Depression," in order to provide parklands which so many of us enjoy, and indeed take for granted, today. There are few who today would question the foresight and vision of those conservation-minded pioneers of the 1930's.

The 1970's have brought a new awareness of the values of parklands, trails and open space. We more readily understand the importance of environmental considerations, as well as the human need for all types of parks and recreational pursuits. We also are aware that land is a finite resource, and that our options in the selection of suitable park sites which will benefit generations yet to come are increasingly limited.

Therefore, in 1972, the East Bay Regional Park District embarked on its Master Plan study, which is intended to guide parkland acquisition and development programs for the next 10 to 20 years.

Two general underlying concepts, outlined below, guided those who worked in the original Master Plan.

I. Environmental Needs

a. Contact with the natural environment is crucial to preserve, protect and enhance the spiritual, mental and physical qualities of District residents.

b. The depletion of such natural resources as air, water, open space, plant communities and wild fauna diminishes the opportunities which are necessary if District residents are to co-exist within the complexities of the urban environment.

c. The key to the survival of a successful East Bay environment lies in maintaining a maximum diversity in its natural qualities.

Reference Sources

1971 - Case of Marks vs Whitney

1974 - California State Department of Parks and Recreation

California Outdoor Recreation Resource Plan
State of California 1974 Bond Act

1974 - U. S. Army Corps of Engineers

Recreation statistics statement
Fish and Wildlife Management statement
Urban Studies statement
Flood Plain management statement

1976 - East Bay Regional Park District

Enabling Legislation - Public Resources Code, Chapter 3, Article 3 (Sections 5500-5595)

1976 - S.B. 1321 (Proposition 2)

Nejedly-Hart State, Urban and Coastal Park Bond Act of 1976

1976 - Roberti-Z'berg Urban Open Space and Recreation Program

II. Recreational Needs

a. When outdoor recreation opportunities are freely available to all classes and groups of District residents, humanity and democracy are well served.

b. For many District residents, recreation has afforded an outlet for self-expression, for release, and for the attainment of satisfaction in life. The marked and rapid changes that have taken place in our special, industrial, economic, political life, and larger amounts of leisure time available to us have dramatically increased the importance of outdoor recreation.

c. Opportunities for recreational activities close to home will become increasingly important and will provide District residents with a more regular pattern of leisure activity involving play, education, work and regeneration of self.

Reference Sources

1965 - Public Law 88-578

Federal Land and Water Conservation Fund Act
Bureau of Outdoor Recreation

1968 - Public Law 90-543

National Trails System Act

1968 - The California Outdoor Recreation Resources Plan Act -

California State Department of Recreation

1974 - California Outdoor Recreation Resources Plan

1974 - U. S. Army Corps of Engineers

Recreation Statistics statement

EAST BAY REGIONAL PARK DISTRICT

RESOLUTION NO. 4475

ADOPTION OF DISTRICT MASTER PLAN

WHEREAS, existing funds have proven to be inadequate to protect, control, and manage existing parklands; and

WHEREAS, as early as 1970, through the urging of citizen organizations such as the "Citizens Committee for More Parklands," the District instituted a tax increase effort to make additional revenues available for park acquisition and expansion; and

WHEREAS, in the 1971 legislative session, Assemblyman John Knox authored AB 925, which law was formally enacted on October 14, 1971, authorizing the District to increase its tax rate 10c per $100 of assessed valuation, 50% of which being subject to adoption by the District of a Master Plan; and

WHEREAS, the District contracted with OVERVIEW, Inc., an environmental consulting firm of national reputation for preparation of a Recommended Master Plan; and

WHEREAS, more than 8,000 hours of dedicated service were contributed by citizens of the District to the development and review of the Master Plan by 83 members of the Citizens Task Force and by 60 members of the Public Agency Advisory Committee; and

WHEREAS, 17 public hearings were held throughout the District in the process of developing and reviewing said Overview Recommended Master Plan; the District also received and considered a large number of written comments from citizens and agencies; and

WHEREAS, on the basis of information obtained from the public at such hearings, the Citizens Task Force Master Plan Report, and Public Agency Advisory Committee Master Plan Report, District Staff prepared revisions and additions to said Overview Recommended Master Plan which were the subject of three public hearings conducted by representatives of the Board of Directors; and

WHEREAS, this Board of Directors believes that said Master Plan recommendations as revised by District staff and this Board represent appropriate, meaningful guidelines, policies, goals and programs for achievement of optimum service to the public; and

WHEREAS, said Master Plan will remain subject to periodic review and modification as circumstances require to assure its continuing relevance to the needs and desires of the public; and

WHEREAS, pursuant to Resolution No. 4462, a Negative Declaration was duly filed on November 24, 1973, on such Master Plan; and

WHEREAS, this Board has duly considered all timely comments concerning same;

NOW, THEREFORE, BE IT RESOLVED that said Master Plan, in the form considered and approved this date by this Board is hereby approved and adopted for the purposes specified in and in order to comply with the requirements of Section 5545.5(b) of the California Public Resources Code;

BE IT FURTHER RESOLVED that this Board finds that such Master Plan will not have a significant effect on the environment and the General Manager is hereby directed to prepare and duly file a Notice of Determination for the project.

BE IT FURTHER RESOLVED that the policies and goals of this Master Plan as presently adopted or subsequently amended will be implemented by the District to the best of its ability.

ADOPTED: December 4, 1973

Marlin W. Haley, President

Howard L. Cogswell, Vice President

Fred C. Blumberg, Secretary

Paul J. Badger, Treasurer

Mary Lee Jefferds, Director

John J. Leavitt, Director

Clyde R. Woolridge, Director

MASTER PLAN BACKGROUND

A vast number of individual efforts go into the development of a successful Master Plan, particularly one of the size and scope required for a regional agency. The following significant elements were involved in the development of the 1973 Master Plan for the East Bay Regional Park District:

In 1972, the East Bay Regional Park District retained Overview, Inc., a professional environmental planning firm headed by the former Secretary of the Interior, Stewart Udall. With Al Baum as Project Manager, work on the Master Plan was begun in March, 1972, and the Board of Directors received and accepted the Overview Recommended Master Plan in June, 1973.

Simultaneously, two other committees were working with and evaluating the material developed by Overview, Inc. A 60-member Public Agency Advisory Committee was chaired by Larry Milnes, Public Services Manager, City of Fremont. Composed of representatives from 27 special agencies and 25 cities from within the District, this committee was created to insure adequate coordination of the master planning effort and to provide professional outside expertise to the planning process. The committee, operating as an independent body, met monthly during the master planning process, and presented a final report and recommendations, including suggested modifications to the Overview Recommended Master Plan in October of 1973.

During the same period, an 83-member Citizens Task Force, under the chairmanship of Joseph P. Bort, then Chairman of the Alameda County Board of Supervisors, was created by the Board of Directors as an independent body to review and make objective Master Plan recommendations. This informed and dedicated citizen group served as an integral part of the Overview planning process. Following completion of the consultant's Recommended Master Plan, the Citizens Task Force undertook a comprehensive review and analysis of it, and submitted a final independent report to the Board of Directors at the same meeting in October, 1973, that the Public Agency Advisory Committee presented their report.

Seventeen public hearings on the Master Plan were held (nine "pre-master plan information hearings," and eight presentation-discussion meetings following completion of the Master Plan) to ensure that ample opportunity was made available for public comment and input to the master planning process, and that there was public understanding and acceptance of the Overview Recommended Master Plan.

On the basis of the recommendations of the Public Agency Advisory Committee, the Citizens Task Force and the District residents who participated in the public meetings, the District staff prepared revisions and additions to the Overview Recommended Master Plan. These were the subject of three public hearings conducted by representatives of the Board of Directors, as well as a work session before the full Board at a regularly scheduled meeting in November, 1973.

At its meeting in December, 1973, the Board of the East Bay Regional Park District formally adopted as Resolution No. 4475, the District Master Plan, for the purposes specified in and in order to comply with the requirements of Section 5545.5 of the California Public Resources Code.

In 1977-79, the Master Plan Subcommittee of the Park Advisory Committee, in conformity with the charge, Section XI (Master Plan Review and Public Participation Policies) of the Master Plan, studied the 1973 Master Plan and suggested certain revisions contained herein with the intent of updating the 1973 Master Plan, eliminating some sections which have been completed, and adding some new material which has become relevant. Sometime in the future, a new Master Plan directed to the acquisition, development and operation of the parklands will be necessary. Until that time, it is the recommendaion of the Master Plan Subcommittee that, in the future, review of the Master Plan should be continuing, on an ongoing basis, in order that revisions may be made periodically as objectives are accomplished and new objectives arise with a major review and reprinting of the entire plan every five years.

INTRODUCTION

A. Master Plan Purpose

This Master Plan is intended to present appropriate policies, goals, meaningful guidelines and programs for achieving optimum service to the public as the District, through its staff and elected Board of Directors, meets its responsibilities in fulfilling its role in the community.

B. Funding Background

Throughout the history of the District and until July 1, 1978, the East Bay Regional Park District's Board of Directors was empowered to set a real property tax, from which revenue the principal portion of the District's budget was met. Since 1973, the statutory limit of 20¢ per $100 of assessed value developed sufficient revenue to provide for land acquisition and development, as well as operations and maintenance, of a District-wide system of parklands, parks, recreation, open space areas, trail, natural preserves, and services to District residents.

The passage of Proposition 13, June 6, 1978, limited the District by constitutional amendment in its capability to provide for acquisition, development and operation of District parklands. The District is no longer a taxing entity. The District revenue from user fees has increased as a part of the shift of tax revenue from real property. Supplementary revenue is actively being sought and obtained through gifts and grants from both private and public sources. The state in its enactment of Assembly Bill 8 on July, 1979, has provided for long-term funding of local government, including the District, at significantly reduced levels in comparison with pre-Proposition 13 revenues. Within the limits of controlling state law, the District will continue to pursue financial resources necessary to implement the Master Plan.

PURPOSE AND ROLE OF THE EAST BAY REGIONAL PARK DISTRICT

A. Purpose

The East Bay Regional Park District shall acquire, develop and operate regional parklands in perpetuity for public use and shall conserve these lands for the purpose of making the outdoor environment available for the enjoyment and education of the general public.

B. Role in the Community

The East Bay Regional Park District will thus become a major participant in improving the quality of life of residents of Alameda and Contra Costa Counties.

C. Role Policy and Objectives

The Board of Directors, in order to provide direction for fulfilling the District's proper role in the community, establishes the objectives listed below as those necessary to accomplish the District's purpose.

These objectives are intended to provide the public, the Board of Directors and staff of the District, other govenmental agencies and the private sector with a clear statement which will be used to guide the District in implementing this Master Plan:

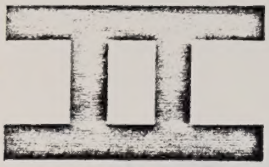
1. To provide a diversified land and water system of regional parks, recreation areas, wilderness, preserves, trails and shorelines and parkland related services which will provide District residents with opportunities for creative use of outdoor leisure time.

2. To acquire, preserve and interpret significant examples of the natural environment, including biologic, geologic, scenic, and outdoor historic resources which exist within the boundaries of the District.

3. To cooperate with other public agencies in the acquisition, preservation and management of non-park open space lands.

4. To emphasize and sensitively balance both environmental concerns and regional recreation opportunities within the system of parklands operated by the District.

5. To effectively conserve energy by dispersed location of parklands close to the people throughout the District, by reasoned management of energy resources available to the District; and by cooperating with other public and private entities in joint efforts to conserve diminishing energy resources.



DISTRICT PLANNING

A. Master Plan Definition.

The term, "Master Plan," will be reserved for this District-wide document, originally adopted in 1973, revised , 1979, and as amended thereafter.

B. Planning Goals and Policies

1. Goals for Equitable Parkland Dedication

The District shall have as one of its primary goals the equitable distribution of regional parklands to create a balanced system of both existing and new parklands, designed to reflect the needs and desires of all District residents.

2. Balanced System - Design Criteria Policy

In the selection of specific park sites, the District shall consider population, transportation, access, geography, resource opportunites, service to impacted communities and other relevant factors. These shall include Acquisition Policies and the result of ongoing Need and Demand Surveys as provided in Recreation Policies. The sites shall also conform to the Parkland Classifications outlined in the Master Plan. Priority will be given to those activities deemed deficient wherever practical and reasonable, provided such activities are consistent with other criteria and policies of this Master Plan. This balance shall be based on the population percentage breakdown for the four sub-regions or sections of the District. The projected percentage breakdown for 1985 is:

West Metropolitan Area.....	42%
Diablo Area.....	27%
South Metropolitan Area.....	27%
Amador Valley Area.....	4%

C. The Balanced Parkland Plan

One of the more important goals contained in this Master Plan is the goal for Equitable Distribution of Regional Parklands. A serious problem confronting the District in the 1960's and the early 1970's was the political issue of equality; e.g., "Is someone getting more than we are getting?" "Are we paying more than they are?" "If we are paying for it, we should be getting our fair share."

The second part of the problem was to determine how to measure Equitable Distribution. The solution was to divide the District into four subregions and to use assessed valuation and population to set percentage goals for each area of the District.

The next step was to design a diversified parkland system that would balance the several different types of parklands within the opportunities of available resources in each subregion.

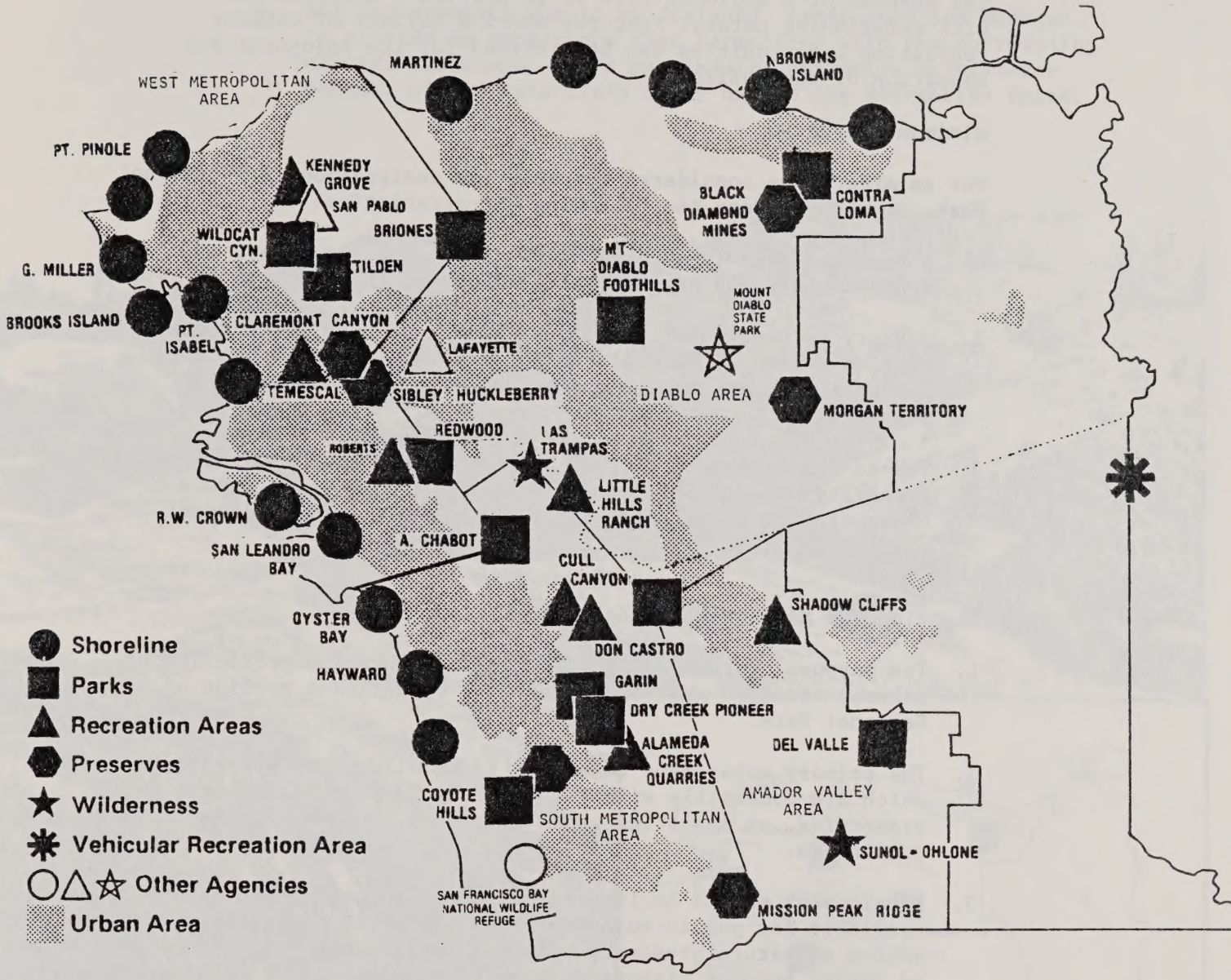
Equitability can then be measured by assigning equal value to each parkland and then ensuring that each subregion of the District receives its fair share of parklands in relation to the three other areas. When you put them altogether in one system, there is both an equitable distribution of different types of parkland and an equitable distribution of total parkland opportunities for District residents throughtout the whole District.

3. Parkland Classification Policy and Designation

a. Parkland Classification Policy

The District Board of Directors will classify all parkland units which are, or shall become, a part of the East Bay Regional Park District system, into one of the following classifications: Regional Park, Regional Shoreline, Regional Preserve, Regional Wilderness, Regional Recreation Area (includes Off Road Vehicle Recreation Areas), and Regional Trail. The Land Bank category will be used for all other District lands which have not been assigned by a Board action to one of the above parkland classifications. In addition, the purpose, standards, planning and management guidelines for each classification are adopted as defined below.

(Map. Balanced Parklands Plan. These symbols represent distribution of types of parks throughout the District and do not assure the acquisition of specific recommended sites.)



REGIONAL PARK

Purpose

The purpose of a Regional Park is to provide a spacious area with outstanding natural features where a variety of outdoor recreation opportunities can be provided for the enjoyment and education of the public.

Minimum Standards

For an area to be considered suitable for designation as a Regional Park, it must possess the following characteristics:

1. A Regional Park is an area of land, or land and water, of approximately 500 or more suitable acres.

2. Seventy to ninety percent of the area must have, or potentially have, a scenic or natural character. This portion should be designated as a Natural Area for planning and management purposes.

3. Ten to thirty percent of the area must be suitable for accommodating a variety of recreational activities. This portion should be designated as a Recreation area for planning and management purposes.

Planning and Management Guidelines - Natural Areas

1. The purpose of this designation is to assure the protection of natural features and values within a significant portion of a Regional Park.

2. The primary management objective is to allow only activities which are compatible with the natural environmental values while preserving, or restoring where necessary, scenic, near-natural landscape conditions.

3. Development should be limited primarily to making the natural area available for public enjoyment in a manner consistent with the preservation of natural resource values. Development may include such things as basic, but not elaborate, improvements necessary for camping and related outdoor activities, hiking, nature study and horseback riding.

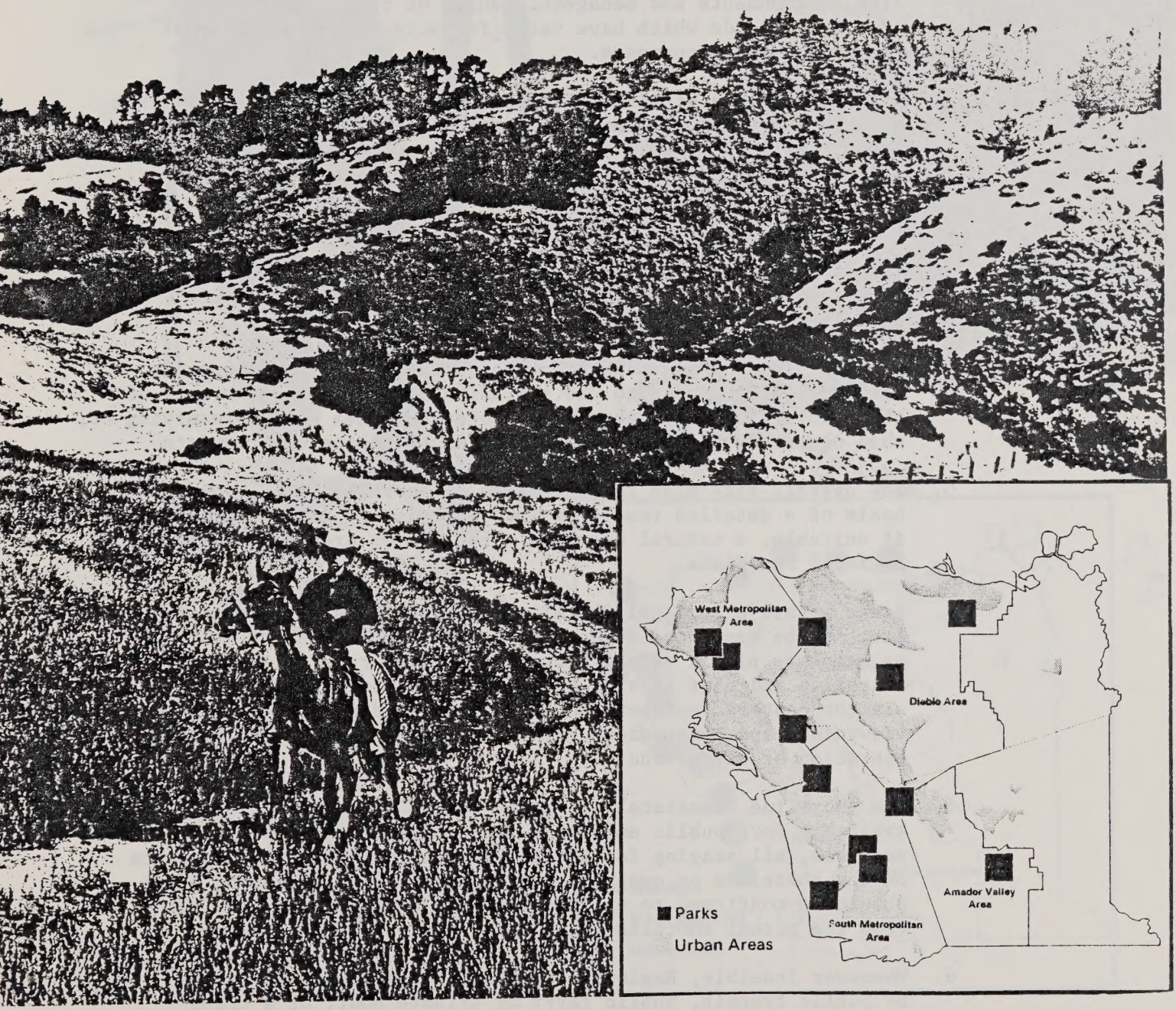
4. A Natural Area may contain a Regional Preserve or a Trail Link, which should be planned and managed according to applicable guidelines. A Natural Area may contain peripheral access staging facilities for internal trails.

5. Forest and land management techniques such as tree cutting, controlled burning, reforestation and planting programs using indigenous plant materials, and livestock grazing may be used to preserve, maintain or recreate the desired environmental setting.

Planning and Management Guidelines - Recreation Unit

1. Recreation Units should contain substantially all the recreational development and staging facilities that are to be provided within a Regional Park. Development may include a broad range of facilities such as campground, picnic areas, snack stands and concessions, outdoor education and interpretive facilities, equestrian facilities, beaches, bathhouses, turfed meadows, archery field and other regional outdoor recreational facilities.

2. All improvements should be designed, landscaped and managed to provide an appearance that harmonizes with the surrounding natural landscape. This may require extensive maintenance because of the relatively heavy use of the Recreation Units.



REGIONAL SHORELINE

Purpose

The purpose of a Regional Shoreline is to preserve for public use significant recreational, educational, natural or scenic values on land and related areas along a river, estuary or bay.

Minimum Standards

For an area to be considered suitable for designation as a Regional Shoreline, it must possess one of the following characteristics:

1. A shoreline area (or grouping of smaller areas connected by trail or water access) possessing a variety of natural shoreline environments and manageable units of tidal, near-shore area and uplands which have value for scientific, educational or environmental purposes.

2. A shoreline area of land and related water suitable for providing opportunities for a variety of regional shoreline recreational activities such as swimming, fishing, boating, viewing or other public shoreline uses.

Planning and Management Guidelines

1. Planning for a Regional Shoreline should provide for conservation of the significant resource values of the Alameda/Contra Costa shoreline, and shoreline related recreation.

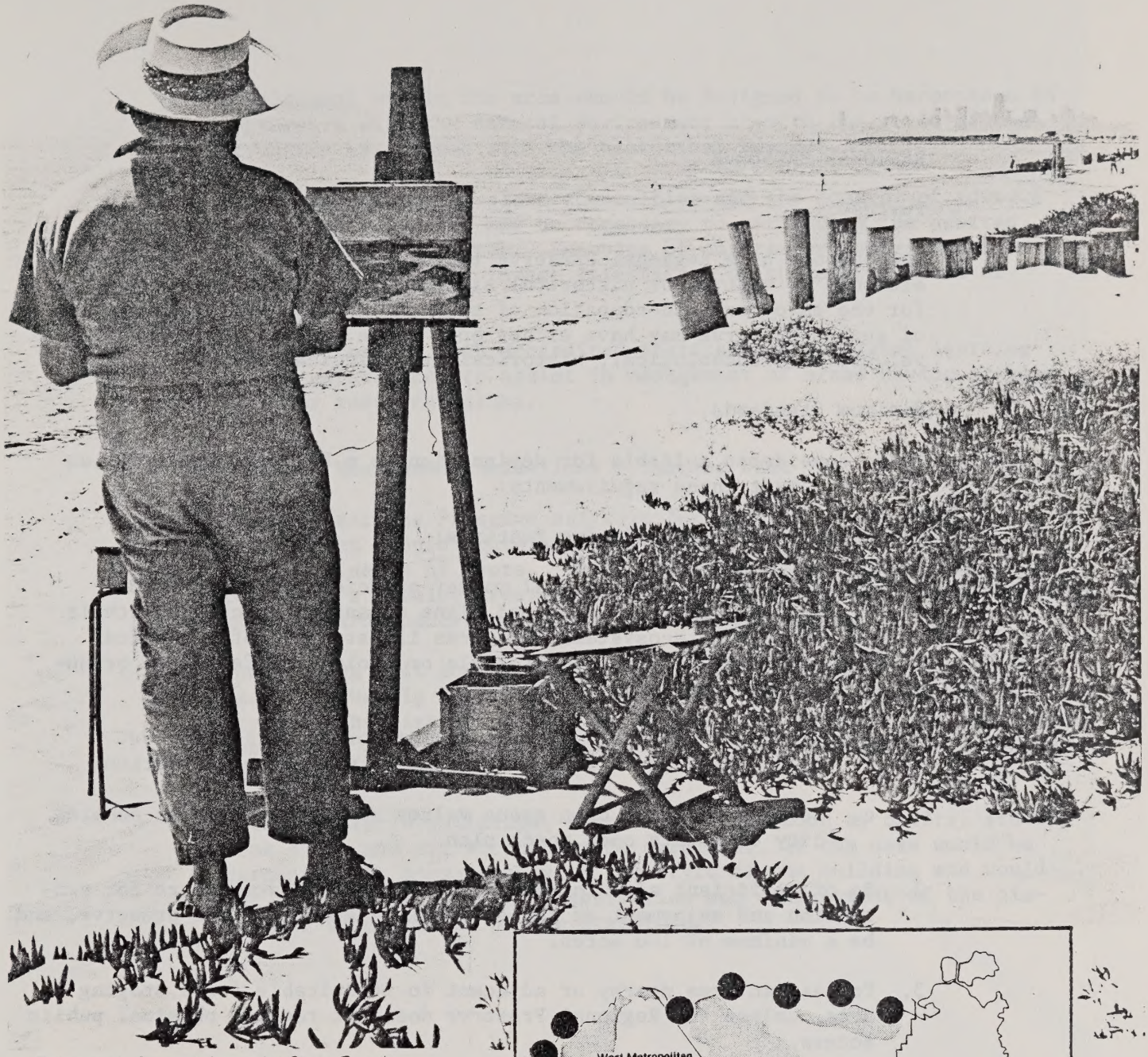
2. A major planning and management objective should be to provide maximum public access to the shoreline by providing a variety of compatible shoreline recreational opportunities while preserving or, when necessary, restoring near natural shoreline environments.

3. The overall site plan for each area of shoreline shall, on the basis of a detailed resources study, designate and establish, if suitable, a natural area and a recreation area within each Regional Shoreline.

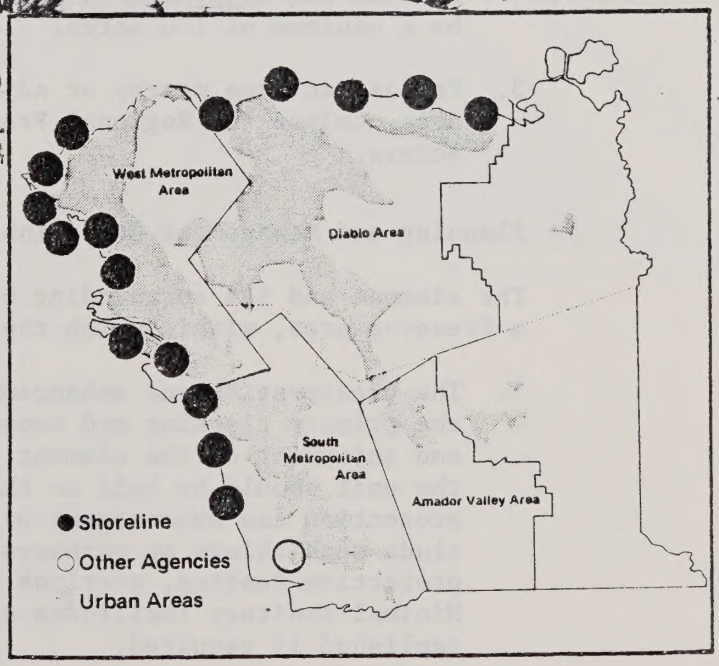
4. Areas within a Regional Shoreline designated as a recreation area may be developed for active recreational pursuits such as beaches, picnic areas, shoreline meadow or turfed areas, shoreline and pier fishing areas, marinas, boat landings, visitor centers, outdoor educational or interpretive facilities, viewpoints and concessions related to and necessary for the operation of any of the uses.

5. The shoreline immediately adjacent to the water should be available for public enjoyment and education. Where possible, all staging facilities (except for those which must be on the shoreline or over the water surface, i.e., fishing pier) should be confirmed to uplands that are a minimum of 100 feet from the actual shoreline.

6. Whenever feasible, Regional Shoreline areas should be reached by public transit, public ferry or private boat, or a transportation system connecting to an inland site, rather than by private automobile.



Robert W. Crown Memorial State Beach



REGIONAL PRESERVE

Purpose

The purpose of a Regional Preserve is to protect features of outstanding elements of natural or historical significance, making them available for the enjoyment and education of the public. The essential element of such a preserve may have either open space, scenic, floral or faunal values, or archaeological, historical or geological features.

Minimum Standards

To be considered suitable for designation as a Regional Preserve, an area must meet these requirements:

1. Have one of the following features:

    a. Be of remarkable natural wonder or scientific importance, such as rare or endangered plant or animal species and their supporting ecosystems, features illustrative of geological processes, significant fossils or geological features, or unusual topographic features.

    b. Be of such significant regional historical tradition or cultural preservation heritage as to warrant preservation.

    c. Possess regional open space values as indicated in an adopted city or county open space plan.

2. Be of sufficient size to ensure an appropriate atmosphere for protection and enjoyment of the essential elements of the preserve, and be a minimum of 100 acres.

3. Possess an area nearby or adjacent to it suitable for a staging area, unless the Regional Preserve does not require physical public access.

Planning and Management Guidelines - Preserve Area

The element and its surrounding protecting buffer should be designated a Preserve area, within which the following policies should apply:

1. The preservation and enhancement of the Preserve element should be the primary planning and management objective, with interpretation and enjoyment of the element being secondary. Development within the unit should be held to the minimum required for public safety, protection and enhancement of the resource. Improvements may include such things as pathways, replanting of indigenous vegetation, protective fencing, overlook areas, explanatory signs and shelters. Minimal sanitary facilities and potable water supplies may be established if required.

2. Development within the area should be designed to be harmonious in appearance with the natural environment or with the style of construction associated with the historical period.

3. Replanting of native plant communities and the control of adverse ecological processes may be necessary to perpetuate the desired environmental character. Examples of adverse processes might be undesirable erosion, insect infestation or the encroachment of exotic plants.

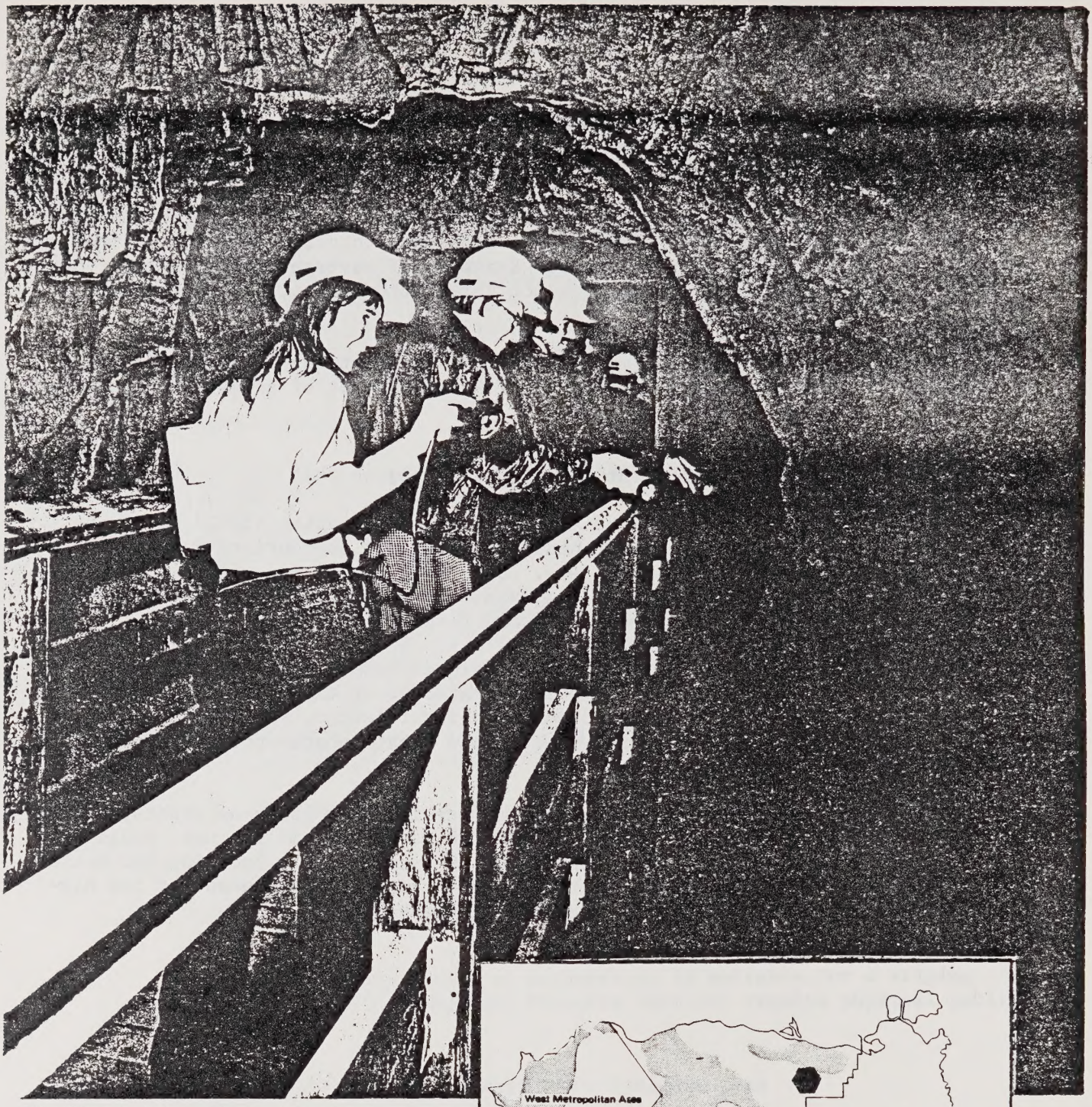
4. Joint procedures with accredited institutions of higher learning may be established to assist in management of areas having scientific or research values.

Planning and Management Guidelines - Staging Unit

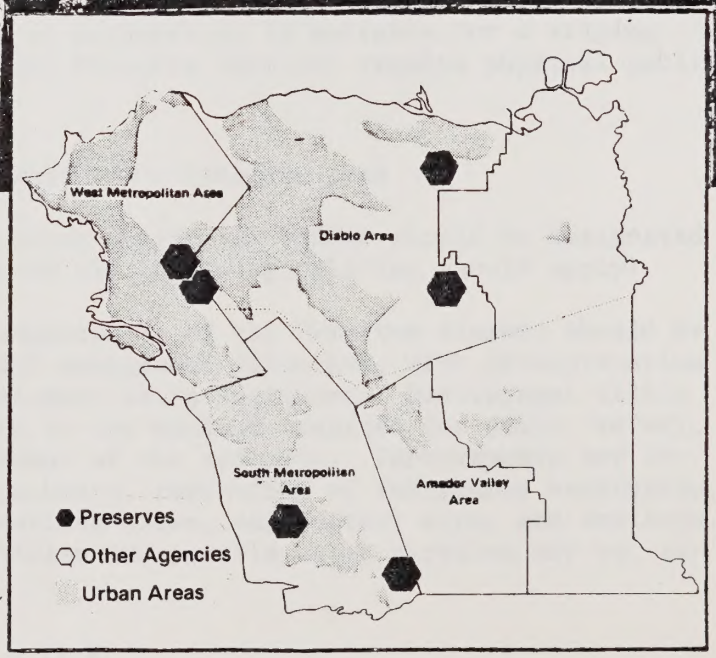
1. An Area near the Preserve suitable for staging should be designated which should contain adequate and appropriate facilities to serve the needs of users. Developed facilities might include such things as a parking area, sanitary facilities, security residence, service yard, educational and research facilities.

2. The staging unit should be designed and managed to provide an appearance that is natural in character or that harmonizes with the style of the historic period being featured. This may require some replanting of native species and a maintenance program to maintain this character.

3. Within historic buildings, commercial uses (such as crafts, stores, book shops and art shops) may be permitted, if the uses would be harmonious in appearance with the style of the building and would not adversely affect the preservation and enhancement of the historical significance of the structure.



Black Diamond Mines Regional Preserve



REGIONAL WILDERNESS

Purpose

The purpose of a Regional Wilderness area is to preserve an expansive area with dominant natural qualities where man can be isolated from the urban scene while enjoying hiking, hike-in camping, horseback riding, nature study, and other wilderness activities in a setting undisturbed by the adverse effects of man's activities.

Minimum Standards

For an area to be considered suitable for designation as a Regional Wilderness, it must possess the following characteristics:

1. Provide a minimum of 3,000 acres when fully acquired with a potential for both unrestricted access and possible restricted public access areas which may exceed 10,000 acres. This total area should be designated a Wilderness Unit for planning and management purposes.

2. Be sufficiently wide at all points so as to minimize the penetration of noise and protect the qualities of the Wilderness Area.

3. Be generally undisturbed and natural, and without public roads. The area may, however, contain narrow rural roads which may be abandoned if not needed, or if suitable, used for trail purposes, or by public safety and maintenance vehicles.

4. Provide a viewshed from within the wilderness unit that is generally undeveloped. Within that viewshed, development should be prevented either through acquisition, lease, adequate land-use controls, easements, or the commitment of another public agency owning or controlling the surrounding land.

5. Have one or more areas suitable for staging purposes adjacent to, or near, the wilderness area.

Planning and Management Guildelines - Wilderness Area

1. The primary planning and management objective should be to allow natural processes and desirable ecological change to take place insofar as it is feasible. Management practices should be oriented toward protecting the unit from the adverse effects of man's activities (such as overuse of the area or introduction of exotic plants) and protecting the health and safety of the public when necessary, in ways consistent with wilderness values.

2. Improvements within the area should be limited to horseback riding, hiking and service trails along natural or suitable existing routes, hike-in and equestrian camps, boundary fencing and adequate signing for visitor information and safety. Minimal sanitary facilities and a potable water supply may be established if requried.

3. There should be no public roads, permanent habitations or general recreation facilities of any kind. Mechanized equipment other than emergency vehicles and maintenance equipment should not be permitted in the area except as needed for resource management purposes.

4. Incompatible economic use of the area that may exist at the time of its acquisition should be discontinued as soon as practicable and equitable, and no further incompatible commercial utilization of the resource should be allowed.

5. Forest and land management techniques, such as tree cutting, controlled burning, reforestation and planting programs, and livestock grazing, may be used to preserve, maintain or recreate the natural environmental setting.

6. In cases where the wilderness area does not include an entire territory required for a wildlife species, the adjacent landowners will be encouraged to assist in the preservation of the wildlife species and be provided with information and advice for that purpose.

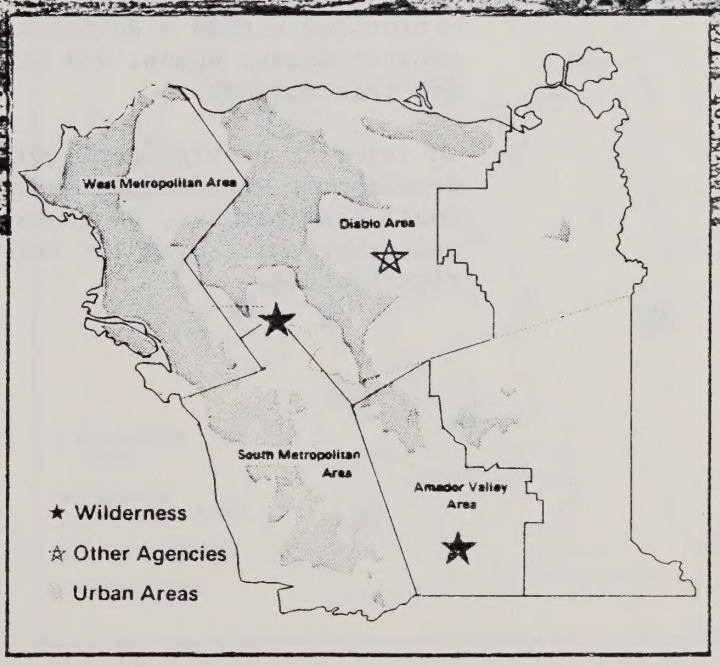
Planning and Management Guidelines - Wilderness Staging Unit

1. The objective of the staging unit is to minimize any adverse effects that could otherwise result from man's use of the Regional Wilderness Area through the clustering of facilities on the periphery of the wilderness area.

2. This area should contain adequate and appropriate facilities for users of the Regional Wilderness. Developed facilities might include a parking area, sanitary facilities, security residence, service yard, outdoor education or interpretive facilities, camping facilities and family picnic areas. Facilities which are not oriented primarily toward users of the wilderness area should not be provided. All facilities should be designed so they are harmonious in appearance with the natural surroundings and, if possible, adequately screened from view of visitors while in the Regional Wilderness Area.

3. There may be more than one Wilderness Staging Unit for a Regional Wilderness if there are suitable multiple access points and if the goals and purpose of the Regional Wilderness would not be compromised by multiple access points.

4. The Regional Wilderness Staging Unit should be managed to provide an appearance that is natural in character; this may require replanting of native species and adequate maintenance.


West Metropolitan Area
Diablo Area
South Metropolitan Area
Amador Valley Area
★ Wilderness
☆ Other Agencies
Urban Areas

REGIONAL RECREATION AREA

Purpose

The purpose of a Regional Recreation Area is to provide a variety of outdoor recreation experiences on a site particularly suited to recreational activities of a regional significance.

Minimum Standards

For an area to be considered suitable for designation as a Regional Recreation Area, it must possess the following characteristics:

1. Have approximately 100 or more suitable acres of land or land and water.

2. Be capable of being developed for recreational uses compatible with any significant environmental features contained within or adjacent to the Recreation Area.

3. Be capable of withstanding relatively intensive public use. This applies to both land and facilities.

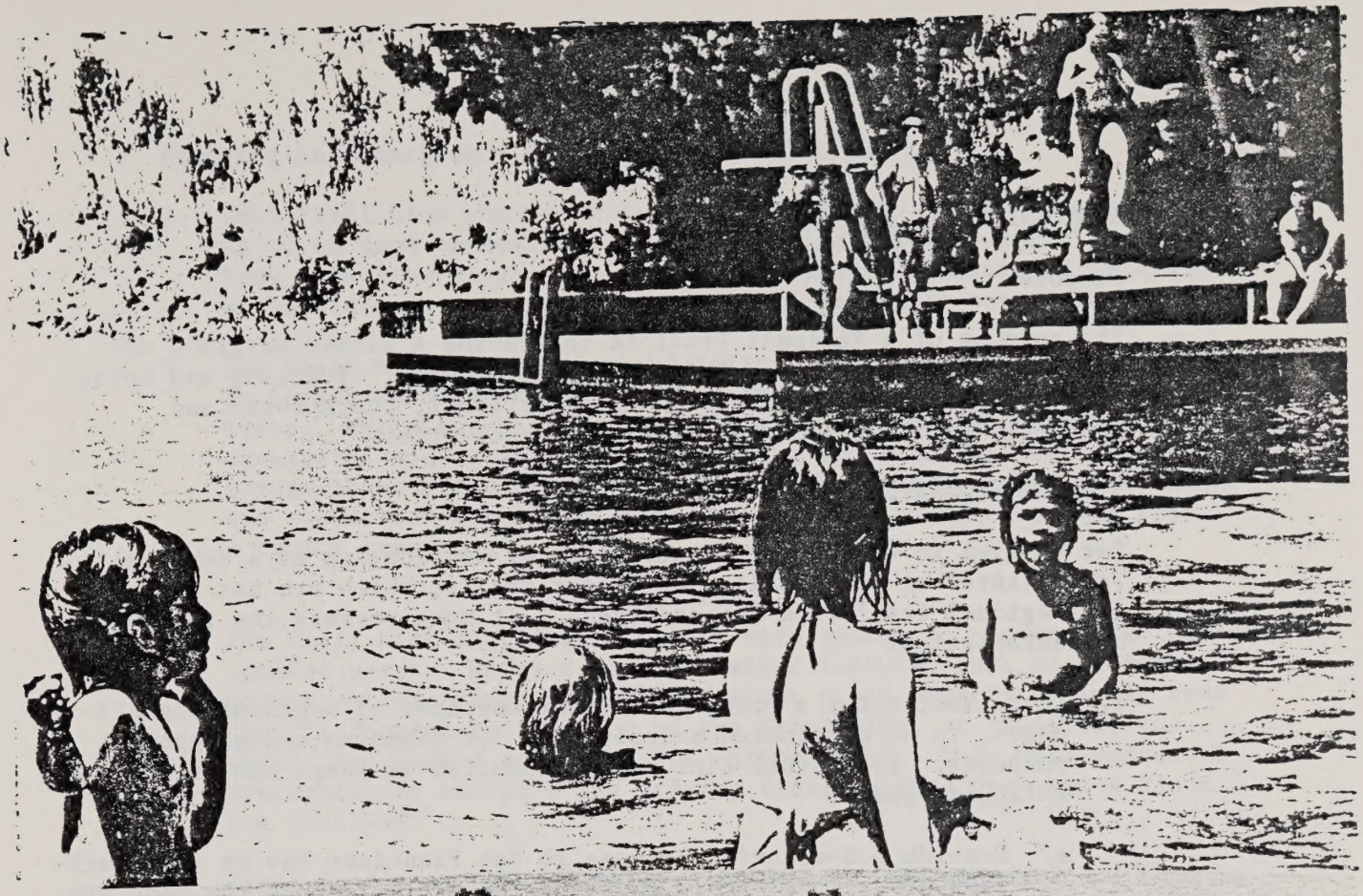
4. Have proven recreational resources which can include man-made or natural bodies of water for providing multiple recreational opportunities such as swimming, family and group picnics, fishing, boating, etc.

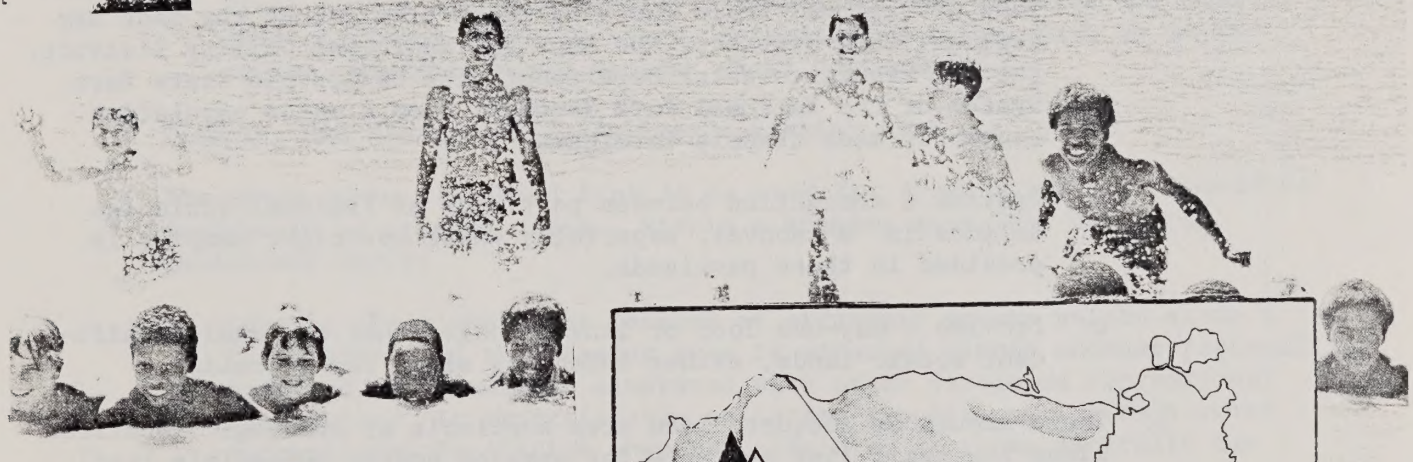
Planning and Management Guidelines

1. The area should be planned and developed to accommodate a variety of compatible forms of recreation. Alteration of the environment and extensive maintenance may be necessary to facilitate relatively intensive public use of the area.

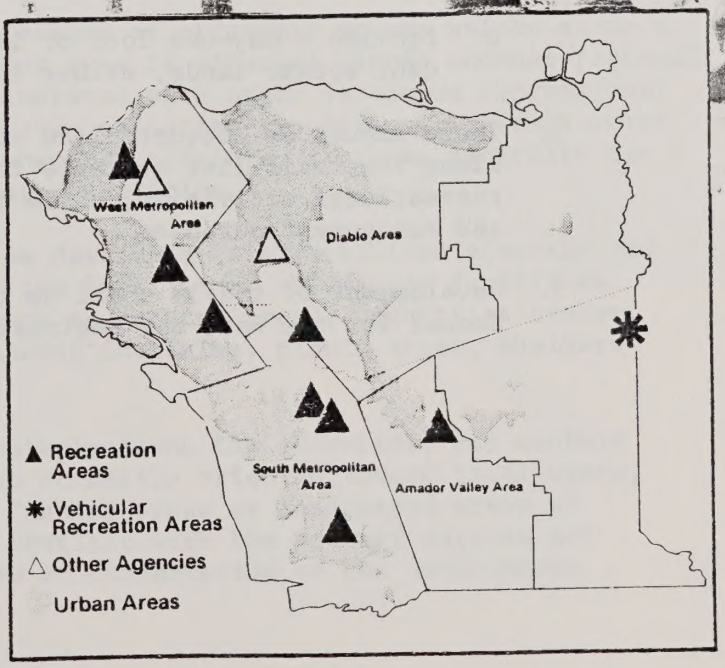
2. Wherever feasible, outdoor educational facilities and programs should be provided within a Regional Recreation Area. Marshes, wildlife habitat areas, ponds, and other similar resources may be created for this purpose.

3. In order to provide facilities for a wide range of park users, development may include improvements such as swimming beaches, small boat marinas, bathhouses, man-made lakes, playing fields, and other facilities for recreational activities of regional significance.





Top: Shadow Cliffs Regional Recreation Area
Bottom: Don Castro Regional Recreation Area



REGIONAL TRAIL

Purpose

The purpose of a Regional Trail is to provide a linear parkland established primarily for walking, hiking, jogging, bicycling and horseback riding, and the recreational, educational, therapeutic and aesthetic values associated with these activities.

Minimum Standards

For an area to be considered suitable for designation as a Regional Trail (internal park trails, or feeder trails, which are not part of the Regional Trail Plan are excluded), it must possess the following characteristics:

1. There must exist a potential linear corridor of regional significance, to be designated a Trail Link for planning and management purposes. Each Trail Link must accomplish at least one of the following goals:

    a. Provide non-motorized access to San Francisco Bay or to a parkland of regional scale (such as those provided by the East Bay Regional Park District, the East Bay Municipal Utility District, the San Francisco Water Department, the California State Park System or the National Park Service) from a major population center or mass transit terminal.

    b. Provide a connection between parklands of regional scale (as defined in "a" above), especially where overnight camping is provided in those parklands.

    c. Provide a day-use loop or link through other regional significant scenic lands, either inland or along the shoreline.

2. There should be adequate land area available at strategic locations along the trail link suitable for staging and/or compatible trail recreational activities, to be designated a staging area for planning and management purposes.

3. Development of trails shall be in accord with the report "A Trail Manual for the East Bay Regional Park District," as amended.

Planning and Management Guidelines - Trail Link

1. Each Trail Link should be clearly marked with signs. Where the trail is to be used exclusively by a particular type of user(s), the Trail Link should be clearly designated and should be equipped with signs or barriers to prevent the entry of incompatible activities.

2. The trail modes for hiking, bicycling, equestrian and jogging should be consolidated whenever possible and feasible within the same corridor. While the basic regional system is oriented to hiking, equestrian and related uses, bicycling sections will be added when topography and financing will allow. Wherever possible, bicycling and equestrian paths should be separated, although they may share a common corridor.

3. The Trail Link should be at least wide enough to accommodate the designated users. Where a somewhat wider feature, such as a canyon, narrow valley, ridge, plateau or flood plain creates a linear area that is focused on the site of the Trail Link, if feasible, the Trail Link should encompass its entire width. This will guarantee protection of the area and provide trail-related open space along the trailway.

4. Since trails are specifically intended for the peaceful and tranquil enjoyment of their users, motorized vehicles, such as motorcycles, mini-bikes and mopeds shall be excluded.

Planning and Management Guidelines - Staging Area

The areas along the Trail Link to be used for staging purposes should be designated as staging areas. Within a staging area, the following guidelines apply:

1. Staging areas should be located at strategic access points along a Trail Link. If the staging area is situated within another regional parkland, it should be clustered with other developed recreational facilities. It is preferable to locate staging areas within other recreational facilities whenever possible, as these generally already provide the necessary facilities.

2. The staging area should be developed with facilities adequate and appropriate for users of the Trail Link. Developed facilities might include elements such as parking areas, equestrian center, sanitary facilities, drinking fountains, picnic areas, shelters and trailhead signs.

3. The staging area, particularly along the shoreline, may contain additional facilities not primarily oriented toward trail users, such as playing fields, fishing areas or landscaped areas if these facilities do not conflict with the primary purpose and goals of the staging area or conservation of the environment.

4. The primary management objectives should be to provide for the needs of the trail users and to serve as an entry point to the Regional Trail System. Moreover, within urban areas and especially along the bay shoreline, portions of staging areas can provide some degree of relief from the urban scene by providing a small area of natural quality.

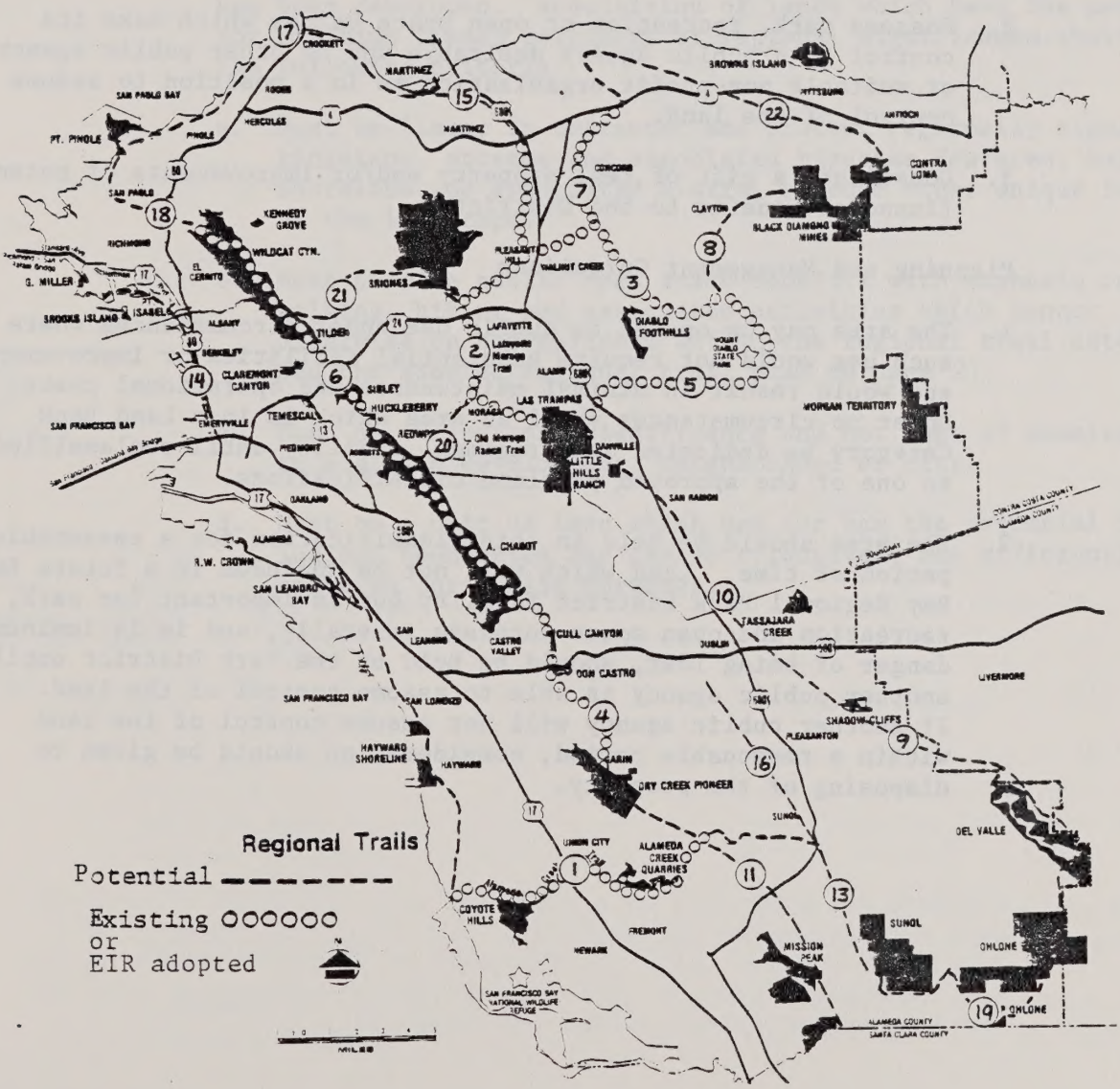
5. Rest areas should also be provided between the staging areas at places with aesthetic qualities, viewpoints and at the end of long, uphill stretches. Additional space may be acquired for this purpose, and additional facilites such as trail maps, water, hitching rails or bicycle racks may be provided.

Existing or EIR adopted

1. Alameda Creek
2. Briones/Las Trampas/Redwood
3. Briones/Mt. Diablo
4. Chabot/Garin
5. Las Trampas/Mt. Diablo
6. Skyline National (Chabot to Wildcat)
7. Contra Costa Canal

Potential

8. Black Diamond/Mt. Diablo
9. Del Valle/Shadow Cliffs
10. Shadow Cliffs to Danville
11. Garin to Mission Peak
12. Crown to Coyote Hills
13. Niles Canyon
14. Northern Alameda County Shoreline
15. Pleasant Hill-Martinez
16. Pleasanton/Sunol Ridge
17. Pt. Pinole/Martinez
18. Wildcat/Pinole
19. Sunol to Del Valle
20. Redwood to Las Trampas
21. Tilden to Briones
22. Concord to Contra Loma



REGIONAL LAND BANK

Purpose

The purpose of the Land Bank Category is to hold land which may be either a portion of a future East Bay Regional Parkland, an opportunity acquisition, easement or gift of land which has not been specifically identified as a potential parkland in the Master Plan; or other property which may have potential financial benefit to the District.

Minimum Standards

For an area to be considered suitable for designation in the Land Bank Category, it must possess one of the following characteristics:

1. Be a step in the acquisition of a regional parkland.

2. Possess park, recreation or open space values which make its control by a public agency desirable and no other public agency or suitable non-profit organization is in a position to assume control of the land.

3. Constitute a gift of real property and/or improvements of potential financial benefit to the District.

Planning and Management Guidelines

1. The area may be opened to public use under circumstances where such use would not require substantial facilities or improvements and would result in minimal maintenance and operational costs. Under no circumstances shall an area which is in a Land Bank Category be dedicated as a regional facility until reclassified to one of the approved parkland classifications.

2. The area should be held in this classification for a reasonable period of time. Land which will not be included in a future East Bay Regional Park District facility but is important for park, recreation and open space purposes generally, and is in imminent danger of being lost, should be held by the Park District until another public agency is able to assume control of the land. If another public agency will not assume control of the land within a reasonable period, consideration should be given to disposing of the property.

3. Management techniques such as controlled burning, erosion control and replanting may be undertaken if they enhance the natural and scenic values of the area. Grazing, crop production, quarrying, or other appropriate uses, may be considered if such use would not result in conditions adverse to eventual site use for park, recreation or open space purposes.

4. If the area is being held for a specific regional parkland, it should be managed as if assigned to its final parkland classification.

5. Linear Corridor Land Banks

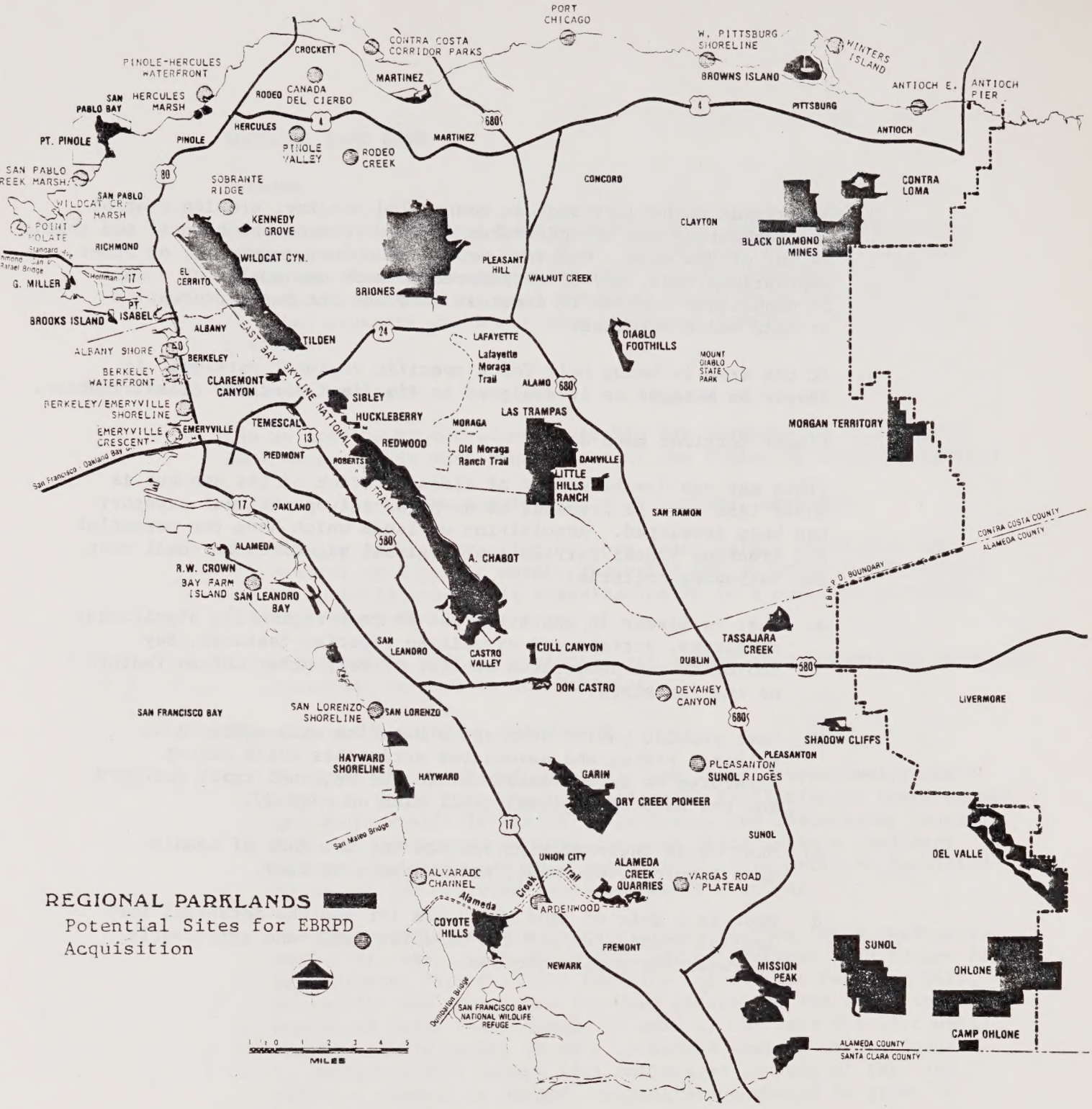
   (This may one day be worthy of classification of its own but is under land bank at present, as no permanent operational category has been developed. Acquisition of lands which have the potential for creating linear corridors of regional significance shall meet the following criteria:

   a. Must be linear in character and protect regionally significant ridgetops, streams and associated riparian features, bay shoreline and associated bluffs, or some other unique feature of the landscape.

   b. Must provide public open space benefits with emphasis on walking, hiking and associated activities which cannot otherwise be accomplished within the regional trail category and the adopted regional trail plan on page 27.

   c. Must be of regional significance and not just of benefit to a single development, neighborhood or city.

   d. Must be a unit of land which has (or has the potential for) logical boundaries and can be effectively and efficiently operated for public purposes.



Designation of an area as a potential site for EBRPD acquisition does not assure the acquisition of the site. The District will select those sites which are necessary to implement the Balanced Parklands Plan (page 10) for acquisition in conformance with the acquisition criteria in paragraph 3 page 52.

b. EXISTING AND POTENTIAL NEW PARKLAND, SITE CLASSIFICATION DESIGNATIONS

The Board of Directors, in accordance with the classifcation policy (pages 11-29) established the following classification designations for existing parklands and a probable designation for potential parkland sites.

REGIONAL PARKS

Existing

Anthony Chabot
Briones
Contra Loma
Coyote Hills
Del Valle
Diablo Foothills
Dry Creek Pioneer
Garin
Redwood
Tilden
Wildcat

Potential Sites

Canada del Cierbo
Devaney Canyon-Tehan Falls
Pinole Valley
Pleasanton-Sunol Ridge
Rodeo Creek
Vargas Road Pleateau

REGIONAL PRESERVES

Existing

Black Diamond Mines
Claremont Canyon
Huckleberry
Mission Peak Ridge
Morgan Territory
Robert Sibley

Potential Sites

Ardenwood
Sobrante Ridge

REGIONAL SHORELINE

Existing

Browns Island*
George Miller, Jr.
Hayward Shoreline
Martinez Shoreline
Oyster Bay
Point Isabel
Point Pinole
Robert Crown
San Leandro Bay
Brooks Island*

Potential Sites

Albany Shoreline
Alvarado Channel (Old Alameda Creek Marsh)
Antioch (East) Shoreline
Bay Farm Island
Hoffman Marsh **
Berkeley/Emeryville Shoreline
Emeryville Crescent
Berkeley Waterfront
Contra Costa Coastal Corridor
Pinole-Hercules Waterfront
Point Molate
Port Chicago
San Lorenzo Shoreline (Bockman Channel) **
San Pablo Creek Marsh/ Wildcat Creek Marsh
West Pittsburg Shoreline (Mallard Slough)
Winters Island**

*These sites will be classified and operated as regional preserves.

**Potential major addition to an adjacent existing parkland.

REGIONAL WILDERNESS

Existing

Las Trampas
Sunol-Ohlone

Potential

None

REGIONAL TRAILS

Existing or EIR adopted

Alameda Creek
Briones/Las Trampas/Redwood
(Lafayette,Moraga)
Briones/Mt. Diablo
Chabot/Garin
Las Trampas/Mt. Diablo
Skyline National (Chabot
to Wildcat)
Contra Costa Canal

Potential Sites

Black Diamond/Mt. Diablo
Del Valle/Shadow Cliffs
Shadow Cliffs to Danville
Garin to Mission Peak
Crown Shoreline to Coyote Hills
Niles Canyon (Alameda Cr. Trail to
Sunol)
Northern Alameda County Shoreline
Pleasant Hill-Martinez
Pleasanton/Sunol Ridge
Pt. Pinole/Martinez
Wildcat/Pinole
Sunol to Del Valle
Redwood to Las Trampas
Tilden to Briones
Concord to Contra Loma

REGIONAL RECREATION AREAS

Existing

Alameda Creek Quarries
Cull Canyon
Don Castro
Kennedy Grove
Little Hills
Roberts
Shadow Cliffs
Temescal

Potential Sites

None

REGIONAL VEHICULAR RECRETION AREAS

Existing

None

Potential

Carnegie

REGIONAL LAND BANK

Existing

Tassajara Creek
Bishop Ranch
Hercules Marsh
Caballo Hills
Peake Property (in Shasta County)
Antioch Pier

Potential Sites

None presently known

c. Projects Suggested for Federal and State Government Implementation

The District finds that the following park projects are appropriate for implementation by either federal or state government:

(1) Del Valle Expansion and Development
(2) Mt. Diablo State Park Expansion
(3) San Francisco Bay National Wildlife Refuge Expansion
(4) National Ridgelands Park
(5) Trail System Expansion
(6) George Miller, Jr. Park Expansion

4. Acquisition Policy

The District will follow in its land acquisition program those policies and goals as outlined on pages 52 through 54; and make parkland acquisitions, by type and related priority, in general conformance with the site recommendations of the Regional Parkland Map and site classification designations found on pages 31-32 of this plan.

5. Area of Influence Policy

a. Relationship to Planning Policy

The District will plan and develop a parkland system designed specifically to meet the needs and demands of the District residents. A planning zone based generally on a 30-minute travel time or on a park use profile adapted from the 1976 Tyler Study shall be recognized as the source of the principal users and potential users of a parkland whose opinions, along with other interested District residents, will be actively sought prior to the design of the parkland.

b. District Annexation Policy

The District will be receptive to efforts to annex the remainder of Alameda and Contra Costa Counties. When and if such areas do annex to the District, this Master Plan will be amended to consider regional facilities in those areas and the District will attempt to acquire such new sites as funding allows.

6. Intergovernmental Policies

a. Coordination Policy

In the development and implementation of its programs, the District will coordinate its activities by working with other governmental agencies to provide efficient and effective facilities and services to District residents. To implement the policies for regional coordination in the Master Plan, local agencies will be asked to keep the District informed of plans for changes which would either directly affect or have the potential to increase the use of the regional parklands.

b. Non-duplication Policy

While the East Bay Regional Park District is the only agency in Alameda and Contra Costa Counties with a specific mandate from the Legislature and the public to provide a system of regional parklands, there currently exist several other agencies which also provide facilities which serve a regional need: Federal government (Golden Gate National Recreation Area, South Bay Wildlife Refuge, Eugene O'Neill Home, and John Muir Home); the State of California (Mt. Diablo State Park, Franks Tract State Park and John Marsh Home); the East Bay Municipal Utility District (Lafayette and San Pablo Reservoirs) and the various cities and local agencies within Alameda and Contra Costa Counties which are operating major local parks which serve sub-regional needs.

The District will, in developing its system of regional parklands, endeavor not to duplicate the efforts of other agencies, but will develop a system of areas, facilities and programs which will take advantage of remaining park and open space opportunities within Alameda and Contra Costa Counties and which will complement the existing sites operated by the District and other agencies. Where recreational facilities adjoin those of other jurisdictions, the District will consider, under a reciprocal agreement, realigning park boundaries or redefining operational procedures to allow for maximum efficiency for all agencies concerned.

7. Parkland Planning Policy

a. Parkland Site Plans

The District will plan its parklands, both existing and new, in a manner set forth in the Parkland Planning Sequence, below. Existing parkland site plans will be reviewed and analyzed beginning at Step 2 of the Sequence, as time and funds are available.

b. Parkland Planning Sequence and Review Policy

The District will prepare, review and update individual park plans (Resource Analysis, Land Use-Development and Capital Improvement) for each District Parkland, to provide opportunities for staff (especially Parks & Interpretation and Public Safety operations employees) and public input and review, and to be responsive to changing conditions, public interest and needs. The District will comply with the California Environmental Quality Act and the National Environmental Protection Act (see page 56). Each parkland (except for trails which are covered by a different process contained in the Trails Manual adopted October 5, 1976) to be acquired by the District will be planned in the following sequence:

Step 1: Acquisition Evaluation: Each proposed parkland site (expansion or new parkland) will have an acquisition plan developed to include the following elements: compliance with parkland classification, property boundary determination, preliminary resource evaluation, study of alternative sites in the area for implementating the Balanced Parklands Plan (page 10) proposed development sequence and cost, proposed maintenance and operation cost and acquisition program.

Step 2: Resource Analysis: After a parkland site has been acquired by the District and prior to the development of a land use plan, the District will complete a resource analysis which will identify features of the parkland which have <u>significant</u> resource value as well as provide a tentative plan for vegetation and wildlife management. Where an aquatic element is involved, a water management plan will be included. Guidelines will be established to be used in later planning processes to protect <u>significant</u> natural resources which could be adversely affected by parkland use.

Step 3: Land Use-Development Plan: The District will, following adoption of the resource analysis, prepare a land use-development plan prior to any significant development or substantial public use of the site. The plan will identify natural environment areas, environmental protective zones or any other designation within the parkland classification system which will control planning and management of parkland and any recreation or staging area within the proposed parkland site. A schematic development concept or resource preservation plan will be prepared in map form along with supporting narrative. Specific sites will be planned with full recognition of both environmental and recreational needs based upon

the resource analysis. Full consideration will be given to site resources to preserve significant resource values as well as public recreation need and demand as identified in policies relating to those areas of concern.

Recreation need and demand policies shall be based upon: Data collected as part of the need and demand survey program. Expressed public desire for development or provision for activities.

Evaluation of the recreational needs of current and future residents and overall regional system needs which can be met at a specific parkland.

Step 4: Capital Improvement Plan: When a parkland development has been approved by the Board and funds for development of a parkland have been budgeted, the budgeted facility shall be included in the District's annual capital improvement plan. The budget will include a detailed capital facility plan to accomplish any improvements or provisions for public use of the site.

c. Public Hearings

To provide the public an opportunity to express its opinion about the resource analysis and to comment on potential development and uses of a new parkland site, public hearings will be held in the planning zone for each parkland in the following manner:

(1) Following completion of the resource analysis, to review the analysis and to solicit public comments and suggestions which should be considered in the formulation of the Land Use-Development Plan.

(2) Following completion of the Land Use-Development Plan and prior to Board approval of the plan, to provide an opportunity for additional public review and comment.

(3) Such public comment shall be considered for use in final plan.

8. Park Use Planning Policy

The District will provide, within each parkland operated by the East Bay Regional Park District, facilities which will encourage parkland use by individuals, families and groups and, where appropriate, will emphasize opportunities for group use of parklands, consistent with the resource analysis and parkland classification.

9. Planning Policy for the Park and Recreational Needs of Special Groups

The District will, as part of its Master Plan implementation, respond to the outdoor recreational needs of all special elements of the population it serves including, but not limited to, the aged, handicapped, economic, ethnic, racial, etc.

The District will continually review its operational practices to encourage minority use.

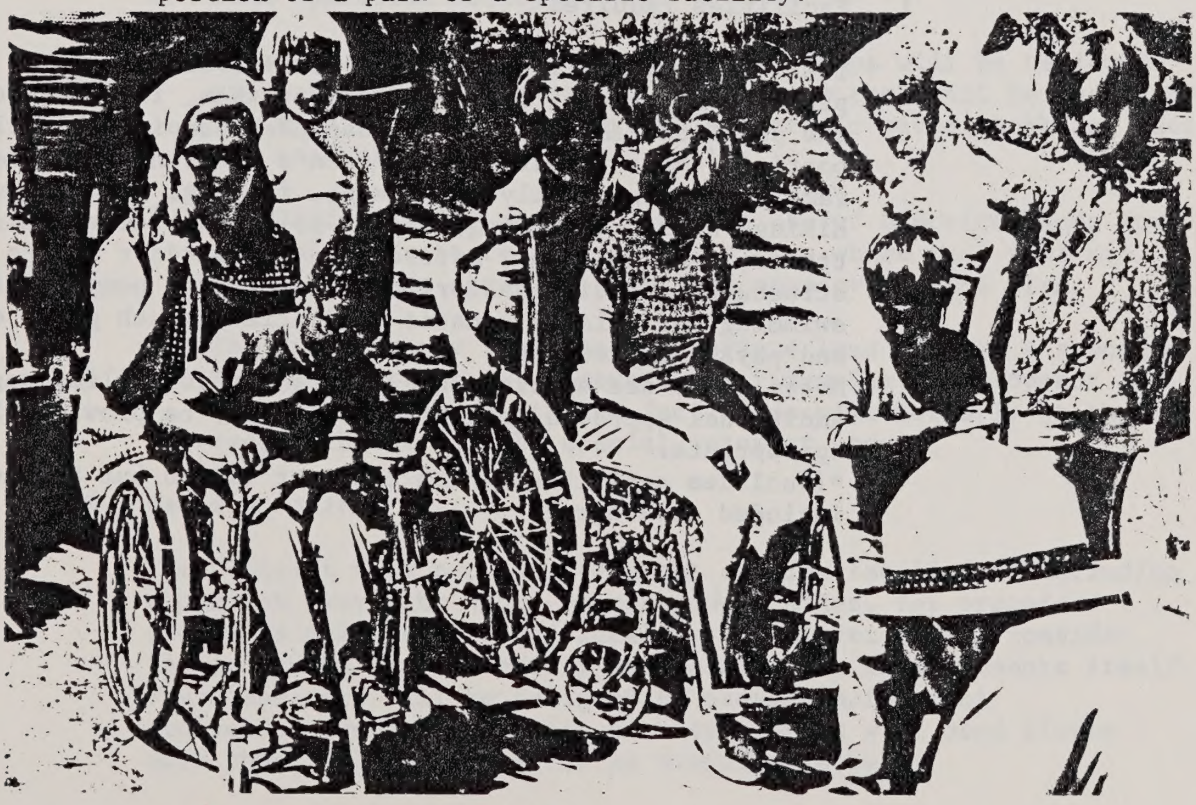
10. Policy for Those Who are Handicapped

Should special situations arise with respect to the use of parklands and park facilities by the handicapped which are not adequately covered by applicable state and federal laws, it shall be the policy of the District to examine and resolve these special situations on a case-by-case basis.

11. Parkland Naming Policy

a. Parkland Naming: The District will normally adopt a name for each park based on geographic, natural or historic criteria identified with the area. Special memorial naming consideration will be given if the park is acquired through a donation to the District.

b. Portion of a parkland: Memorial naming, "in honor of," and naming for families associated with specific parcels over long periods of time may occasionally be used to designate some portion of a park or a specific facility.



III RECREATION POLICIES

A. Outdoor Emphasis Policy

The District will provide lands and facilities which make a variety of outdoor rather than indoor experiences available to the public. The District will emphasize those activities in which the parkland user can be an active participant rather than a passive spectator.

B. Need and Demand Survey Policy

The District will continue an ongoing park demand monitoring program, including opinion and marketing surveys of both users of parks and non-users, to keep in touch with the needs or demands for specific facilities and parklands. These surveys will be used to aid the District in reviewing and modifying the Master Plan as well as for specific site planning.

C. Regional Outdoor Activities Policy

The District will provide, as determined from time to time by the Board of Directors, a system of Regional Parks, Recreation Areas, Wilderness, Trails, Preserves and Shorelines which will provide, primarily, outdoor opportunities for a variety of significant regional activities:

Those currently accepted as regional activities are:

1. Facilities required

The following activities may be considered for site planning and facilities provided for them, if consistent with the parkland classification: backpack camping, bicycling, boating, *botanic garden, children's environmental play areas, family camping, family picnicking, fishing, group picnicking, hiking, horseback riding, *merry-go-round riding, *miniature trains, meeting rooms, nature centers, outdoor sports and non-structured pursuits on turfed meadow areas, pony rides, sunbathing, swimming and related aquatic activities, youth group camping, and physical exercise.
Note: Also see special interest recreation policy page 39 for additional approved activities which may be provided for when appropriate.
*(Includes activities which exist at Tilden but are not included elsewhere.)

2. Facilities not required

Activities for which facilities are not required that may be planned for: bird watching, blanket picnicking, experiencing wilderness and open space appreciation, games such as horseshoes, volleyball and lawn croquet where the participants bring their own equipment, nature hikes, open space activities such as contemplation, painting, photography, sight-seeing, study and educational pursuits.

D. Special Interest Recreation Policies

1. Systems/Site Analysis Policy

The District will, as a part of its ongoing implementation and specific site planning program, maintain a systems/site analysis of present opportunities and any deficiencies for special interest recreational activities which require assigned space which may not generally be available to other public uses. This will guide the District in balancing its overall program.

Such activities currently authorized for consideration in planning are: field archery, bee keeping, bocci ball, disc golf, golf, equestrian arenas, jump fields, stables and rental strings, hang gliding, marksmanship range, model airplanes, model boats, motorcycle and O.R.V.'s, pet exercise and training.

2. Site Operation Policy

Sites proposed for special interest groups will be reviewed with representatives of such groups and they will be encouraged to organize and administer their specific sites, both for their use and that of the general public.

3. The District will normally provide use of District lands for special interest recreation activities where such uses are included in an approved park land use-development plan.

4. The District may lease an appropriate land area to a special interest user group; however, the financing, development and operation of any installed facilities will normally be the responsibility of the special interest group.

E. Camping Policy

The District will provide overnight camping facilities, including those for overnight stops on continuous hikes, for organized groups as well as for individuals. The District will consider the provision of rudimentary shelters as the need presents itself. These shelters will be designed to provide sufficient protection from the elements so that campers will need little more than a sleeping bag for an overnight stay.

F. Hostels Policy

The District will encourage the establishment of hostels by other agencies where appropriate, preferably on adjacent land, to enhance the park experience. The use of existing structures on newly acquired parkland may be considered for this program.

G. Recreational Programs Policy

The District will limit its formal programmed recreation activities primarily to interpretation and education. The operation of formal recreational programs will be the responsibility of local agencies and the District will encourage local agencies to use District facilities for such programs where appropriate.

H. Off-Road Vehicular Area Policy

The District will consider provision for one vehicular recreation area suitable for off-road vehicle (ORV) users and may pursue a joint agency/concessionaire cooperative approach in carrying out this policy. Before this policy is implemented, a report will be prepared describing the recommended project, method of financing, level of development, and an operational plan. Alternatives will also be listed. The report will be made available for public review and comment.

I. Trail Policy

a. The District, in coorindation with other governmental agencies in the two counties, will acquire, develop and operate a Regional Trail System with the overall objective of providing a comprehensive system of trails through and connecting its parklands with each other and with other trail systems, and the urban communities. To this end, the Two-County Regional Trail Plan adopted by the District June 20, 1972, and as amended on October 5, 1976, is hereby amended and is found in this revised Master Plan on page 27.

b. The District will actively promote coordination with other governmental bodies in the two counties so that the acquisition, development, operation and use of regional trails can be accelerated in conformance with objectives of the Regional Trail plan.

RESOURCE POLICIES

A. Environmental Preservation Zones

There may be areas within all parkland classifications which contain outstanding natural features, rare or endangered plant and animal species and their supporting ecosystems, or significiant geological, topographical features or have structures of historical significance.

Because of the unique and potentailly fragile nature of these areas, Special Protective Zones shall be identified in the Resource Analysis and designated in the Land Use-Development Plans for each parkland. The primary objective of these Special Protection Zones is the preservation and enhancement of significant resources. Development within the Special Protection Zone shall be held to the minimum required for public safety protection and enhancement of the resource. The detailed restriction of each Special Protective Zone shall be included within the Land Use-Development Plan of each park. Environmental Preservation Zones may be designated by the Board without benefit of a completed Resource Analysis or Land Use-Development Plan to protect sensitive areas prior to completion of the prescribed planning process.

B. Preservation Policy

1. The District will preserve identifiable portions of specific parklands appropriate to the parkland classification in an effort to provide places for individual park users to be isolated from the urban environment in a setting where natural qualities and forces are dominant.

2. The District will acquire and preserve parklands which contain outstanding elements of nature, primarily to preserve their unique or rare features. The management of preserves will include provisions for the interpretation of the significant elements to the public.

C. Urban Threshold Park Policy

The District shall take advantage of natural areas contiguous to urban concentrations to provide introductory experiences and programs for city dwellers not familiar with the use of regional-scale parklands. Such areas, easily accessible to urban concentrations, and providing a multitude of natural and nearby contrasting man-made activities and features, whose interactions are clearly evident, serve as dynamic reference resources. Innovative relationships between park programs, schools, commerce and industry offer rich potential for a total environmental education program at these urban threshold parks, where personal participation can be related to natural diversity and man-made variety.

D. Encroachments on Parklands Policy

The District will continue to respect private property rights of owners of lands contiguous to regional parklands. When specific uses are proposed regarding these private lands, the District will analyze, comment and attempt to eliminate or minimize any significant negative impact of the proposed land use on adjacent parklands.

E. Historic Sites Policy

1. The District may acquire or be the recipient of gifts of buildings or of points of historic interest when they lie within a larger parkland area which meets the criteria for one of the existing regional parkland classifications. However, the District will not acquire or operate lone standing buildings which are not related to and necessary for the purpose of a larger regional parkland.

2. The District may dispose of any historic structures to another responsible organization, governmental service or agency for purposes of restoration and operation in a manner which is compatible with the surrounding parkland.

F. Wildlife Policy

1. The District will provide for preservation of wildlife within its holdings, especially as they relate to land management or development policies and practices.

2. The District will play an active educational role in working with adjacent property owners and public agencies regarding the means and necessities for protecting wildlife whose home ranges extend outside parklands.

G. Land Resource Management Policy

1. For the purposes of maintaining a healthy grassland in parkland areas where grassland is part of land use development, the District's Land Resource Policies will provide for grazing, to minimize brush encroachment and/or to reduce fuel for fire. The District will adhere to the highest standards of grazing management and soil and water conservation.

2. Control of non-nature pest plant species (example, artichoke and star thistle) is necessary from time to time. The District shall consider the effect on people, the surrounding environment and elements of the natural community in determining the method or methods to be used in such control.

3. Control of nature plants and animals (example, baccharis and ground squirrels) is necessary from time to time. The District shall consider the effect on people, the surrounding environment and elements of the natural community and neighboring landowners in determining both the element of control and the method or methods to be used in such control.

4. Research and experimentation for the management of the District's land resource (example, regeneration of oak and other native woodlands and rare and endangered species of plants and animals) shall be undertaken as time and resources are available.

H. Environmental Hazards Policy

In accordance with the accepted principles of ecology, the District will strive to implement an integrated pest management system which eliminates the use of chemicals as far as feasible whenever alternative methods are effective.

The District should take all reasonable precautions to protect the environment and the health and safety of its employees and park users from the possible ill effects of herbicides and pesticides in conformity with state laws and regulations.

Involved field personnel shall receive instruction in the following areas;

1. Instruction in the safe use of approved pesticides, herbicides and other alternative methods of control.

2. Instruction concerning protection of the environment from harmful agents.

3. Instruction concerning maintaining safe working conditions where pesticides and herbicides are present.

I. Energy Resource Conservation Policy

1. As a means of conserving energy, reducing air pollution and providing additional recreation opportunities, the District will:

   a. Provide facilities for walkers, hikers, bicyclists and horseback riders wherever possible; in accordance with the Trails Policy as amended.

   b. Work with public and private transit agencies to provide better access to District facilities.

   c. Not permit individually gas-driven vehicles beyond parking areas within the Regional Parklands except those used for the handicapped, District service vehicles, Public Safety vehicles, those vehicles operating on public roads or vehicles operating on designated ORV areas.

   d. Internal transporation systems will be utilized when feasible.

2. Other means of conserving energy will be investigated as opportunities arise. Examples are:

   a. Review alternatives in the purchase, maintenance and routing of District vehicles to achieve maximum energy savings.

   b. Inclusion of solar energy considerations in the design and siting of District facilities.

   c. Consideration of wind power in remote areas as an alternative to public power supply.

J. Natural Conditions Restoration Policy

The District will take into consideration, where appropriate, as part of its land and water management program, the possibilities of reclaiming lost or altered natural biotic communities, where appropriate. Where resource analysis and land use planning indicate the benefits of restoring marshland, grassland, woodland, forest, chaparral or other natural communities, such improvements will be included in parkland development programs.

OPEN SPACE PRESERVE POLICIES

A. Open Space Policy Role

The District will take an active role in the preservation of non-park open space (open space for managed production of resources such as forests, farmlands, etc. and open space for public health and safety, such as earthquake fault zones and flood plains) by participating with citizens and public agencies in attempting to resolve the issues of financing, responsibilities and jurisdiction of the East Bay Regional Park District and other involved governmental subdivisions.

B. Inter-Agency Cooperation Policy

The District will cooperate with the continuing development of open space plans at the federal, state, regional, county and city levels and will assist these agencies in implementing their open space land acquisition plans and regulatory functions.

C. Open Space Acquisition Policy

The District will acquire open space areas, including non-park open space, only after favorable priority, feasibility and financial studies have been completed for each acquisition within the context of fulfilling the Master Plan goals.

D. Open Space Financing Policy

The District is legally authorized to use its funds to acquire open space. However, because of the limited funding capabilities for financing other District parklands, the District will seek additional funding for any open space acquisition program which may be implemented.

VI PARKLAND DEDICATION POLICIES

A. Dedications Policy

The District will work with the cities, counties, special districts, other agencies and landowners to encourage the dedication of lands for park, recreation, open space and trail purposes.

B. Dedication Resolution Policy

A parkland will be dedicated in perpetuity for public use in accordance with Public Resources Code, Section 5540, upon adoption of a Resolution of Dedication by the Board of Directors or by parkland use by District residents. A Resolution of Dedication will include a legal description and map of lands which are included within the area dedicated for public use.

C. Leased Lands Dedication Policy

The District will dedicate parklands for public use which are leased or otherwise used but not owned by the District only for the term of the agreement under which the District uses the land. In the event the District purchases the property in fee, the Board will adopt a resolution officially dedicating the site as specified in B above.

VII ACCESS AND ROADS POLICIES

A. Scenic Roads Policy

The District will not acquire, build or maintain scenic roads outside its parklands.

B. Park Access Roads Policy

The District will maintain a continuing interest in roads which provide access to regional parklands and will review and comment on any improvements or development plans related to access roads which are proposed by city or county jurisdictions.

C. Internal Transportation Systems Policy

1. The District may provide internal transportation from the staging-parking area to those locations within the regional parklands which are designed in conformance with the adopted land use-development plan as areas of heavy use by varied segments of the population and which lie at a considerable distance from the parking area.

2. The vehicles used will be selected to provide easy access for riders including the handicapped and their gear, and to move quietly without intruding on other park uses.

3. The route will be designed to protect natural settings.

4. An internal transportation system will preclude the need for roads for private autos or vehicles within the parklands served.

D. Public Roads through Parklands Policy

1. The District will oppose the development of public roads through parklands by other public agencies as generally incompatible with park uses and adding to security problems within the regional parklands.

OPERATIONAL POLICIES

The District provides a wide variety of parkland related public services which are necessary for full public use and enjoyment of District lands. The following policies are selected for inclusion in the Master Plan to clarify the District's approach to certain high priority programs. The District's Administrative Manual series contain further information on the entire spectrum of District operational programs.

A. Nature Education Policy

The District will provide a program of nature education and interpretation which will be coordinated with other local public land holding agencies and educational institutions. There will be public participation in educational program planning which reflects the broad spectrum of needs within the diverse East Bay communities. The emphasis of the nature education policy will be to enhance the visitor experience and to impart to the public the need to preserve and protect the lands of the East Bay Regional Park District as well as the natural environment and ecology of the East Bay. Special needs of the handicapped and the senior parkland users will be considered.

Interpretive material will be available and assistance will be provided to teachers who plan to use the parklands and/or facilities. Use by the schools will be encouraged. Leadership training will be an integral part of implementing the nature education policy.

B. Public Information Policy

The District will provide a public information service to encourage public use of the parklands and to present to all segments of the public the purposes of the District, the environmental values of the parklands and the programs available. This service will include information regarding available facilities, programs, and special scheduling appropriate to the needs of senior citizens and the handicapped.

C. Volunteer Policy

The District recognizes the value of a volunteer policy and also the good will generated by citizen participation in the parks. The District will organize and encourage the participation of volunteers.

D. Public Safety Policy

The District will provide for the safety and protection of parkland users as well as protection for the natural features, structures and facilities, public health and property of citizens within its parklands. This public safety responsibility shall include police and fire services.

E. Public Board Meetings Policy

The District declares all meetings of the Board of Directors open to the public, with the exception of those held confidential under terms of the Brown Act, and public expression of opinion is encouraged. The participation of both citizens and public agencies is encouraged as a matter of policy.

F. Open Record Policy

The District will provide for open access to District records and materials which are not held confidential under terms of the Brown Act and the California Public Records Act.

G. Affirmative Action Policy

The District will comply with federal and state legislation and avoid bias based on color, sex, race, age, national origin, religion or because of handicap.

H. Concessionaire-Lessee Policy

The District will allow, subject to the terms of existing agreements, the continued or future use of District land by concessionaires, lessees or non-profit organizations only when adequate environmental monitoring is possible and after adequate management controls are established to preserve environmental and park values. The primary purpose for which parklands are set aside must continually govern their use.

IX FINANCE AND ACCOUNTING POLICIES

A. One- and Three-year Financial Projection Policy

The District as it prepares each annual budget will make projections of both income and expenditures for the next fiscal year and for the next succeeding three-year period.

B. Guidelines for Acquisition, Development and Operation of District Parklands

In the 1973 Master Plan, general guidelines for the allocation of new tax funds for parklands were indicated, including percentages for estimated expenditures by classification for acquisition and development. Since the District is no longer a taxing entity with limited funds the 1973 percentage goals are no longer applicable. However, the District will make every effort to achieve in its 1985 inventory of parklands a balance of expenditures (for acquisition, development of new parklands and operation of all District parklands) reflecting equitable use of funds in the four sub-regions of the District as illustrated on page 11 and in achieving the spirit of the percentage goals for parkland types contained in the original 1973 Master Plan.

C. Acquisition and Development Borrowing Policy

The District will take the earliest practical action to acquire those lands identified by the Board for acquisition. The District is authorized to borrow on a short-term basis (five to ten years) against anticipated tax revenues, borrow against revenue producing facilities or to purchase real property on a time basis.

D. User Fees Policy

The District may charge user fees when appropriate. Such fees and charges will be reviewed and revised from time to time in response to public acceptance, public need, and in relation to the District's resources. Public hearings on user charges will be held as required by state law when fee increases are being considered by the Board.

E. Gifts Policy

1. The District will seek and accept gifts of personal property and real property situated both within and without the District boundaries.

2. These gifts need not meet the standards and criteria applicable under the Master Plan for parkland acquisition, and need not be committed for park or open space use. The gifts should benefit the District by production of income and/or subsequent dedication to parkland, or be used for trade or sale.

F. Supplemental Funding Policy

The District will continue to pursue all available funding sources for purposes of carrying out its programs, to include but not be limited to the Federal Land and Water Conservation Fund; State Wildlife Conservation Board Grants; other federal and state programs which become available; applications to county and city governments for projects which merit funding from revenue-sharing allocations; and from private funding sources.

G. Development and Operation Costs Control Policy

The District will adopt a five-year development and operation budget which will identify the developmental costs for each purchased parkland and the resulting operational cost. The budget projection will be reviewed annually and will serve as a guide to assure that development and operation of parklands throughout the District will be balanced in the same manner that the acquisition program is balanced and that available estimated funding is not exceeded.

H. Restrictions on Existing Vested New Parkland Funds

The District shall not use funds and revenues derived prior to June 30, 1978, from real property taxes, except as provided for in the Public Resources Code, Section 5545.5, and such funds are committed 80% for new land acquisition and 20% for capital development and maintenance and operation on lands acquired in accordance with the Master Plan originally adopted December 4, 1973, or as subsequently amended.

ACQUISITION DECISION POLICIES

A. Acquisition Decision Policies

1. A decision to acquire new parklands must be consistent with the Balanced Distribution of Parklands Plan (see page 10).

2. The District will use an acquisition evaluation report to determine whether the site can be separated into "Minimum Park Site" (basic) and a "Park Expansion Area" (supplementary) by applying the following criteria:

   a. The minimum standards of the Parkland Classification System (see pages 11 through 29).

   b. Logical boundary considerations.

   c. Site Integrity.

   If the contemplated park facility can be so divided, then only the Minimum Park Site shall be acquired until the Goal for Equitable Parklands Dedication (page 9) has been implemented, unless:

   (1) Acquisition funds for completion of the Balanced Parklands Plan have been reserved.

   (2) Acquisition of the Minimum Park Site is contingent upon simultaneous acquisition of one or more of the Park Expansion Areas.

   (3) Near-term threat of changes in land use of the Park Expansion Area exist which will adversely affect park values of the Minimum Park Site.

3. In recognition of the complexity of the overall Master Plan Acquisition Program and the limitations of existing acquisition funds, the Board shall be guided by the following criteria in its determination of the sequence in which parklands are acquired:

   a. Properties which conform with the design criteria policy of the Master Plan (page 9) and will assist in meeting the Balanced Parkland Plan percentage goals and bring the District as close to the percentages listed in the Master Plan as is feasible.

   b. Properties with the existence of unusually favorable acquisition opportunities.

   c. Properties which will help in rounding out existing parks. Remove in-holdings which will provide operational problems, and protect visual integrity where necessary in existing parks.

d. Properties with the existence of specific near-term factors likely to result in significant additional acquisition difficulties or costs or the total loss of site to other uses.

e. Properties which will facilitate coordination with joint plans of other public agencies.

f. Properties which can qualify for state and federal grants, in urban areas and primarily on the Bay shoreline.

g. Properties which will require a minimum of development and maintenance.

B. Parkland Acquisition Procedures Policy

Step 1. Staff is authorized to accept and gather available information relevant to possible acquisition of all parklands identified on the list of Existing and Recommended Parkland Sites (see pages 31-32).

Step 2. Staff shall obtain authorization from the Board of Directors prior to formal negotiation for acquisition of specific parkland sites. Negotiations are to be held only with the record fee owner and/or authorized representative. Such authorization shall provide for at least one independent appraisal of such parklands.

Step 3. The District shall offer to acquire new parklands for the fair market value of the interest sought to be acquired as indicated by its approved independent appraisal. Furthermore, the District shall not pay more than fair market value for new parklands.

Step 4. Dependent on the outcome of formal negotiations, staff shall formulate acquisition recommendations for presentation to the Board of Directors.

Step 5. The District's power of eminent domain (condemnation) shall be exercised only as a last resort and, in such event, pursuant to an appropriate Board resolution of public use and necessity.

C. Non-minimum Standard Site Acquisition Policy

The Board of Directors shall determine prior to acquiring any parklands which do not meet the minimum classification standards for the particular type of parkland for which the site would be designated that:

1. The site is suitable to carry out the purposes of the classification.

2. There does not exist an alternate site which does meet the minimum standards within the area to meet the Goal for Equitable Parklands Distribution.

E. Acquisition Programming Policy

The District will program as part of its acquisition through 1986, the inclusion of those sites which may be difficult and time-consuming to acquire and take such steps as are necessary to reserve adequate funds for their acquisition, development and operation.

The District, prior to finalizing its decisions relative to a proposed parkland acquisition, will develop a site cost analysis including estimates of acquisition, development and operation costs.

MASTER PLAN REVIEW AND PUBLIC PARTICIPATION POLICIES

A. Park Advisory Committee

In an effort to keep an active citizen participation role, the Board of Directors established the Park Advisory Committee to provide citizen input into the diverse policy matters that originate from staff and the Board of Directors. Specific areas of review deal with revisions to the Master Plan, capital improvements, parkland use, community relations and other items as referred to them.

B. Annual Report Policy

The District staff and Park Advisory Committee will report annually to the Board of Directors the progress made in implementing the Master Plan, together with any proposed policy changes to the adopted plan. This report will also include a status report on any other assigned Park Advisory Committee responsibilities.

C. Public Hearings Policy

The District will review and hold public hearings on the Master Plan revisions referred by the Park Advisory Committee.

ENVIRONMENTAL IMPACT REPORT POLICY

The District will follow policies and procedures in its Environmental Review Manual. The Environmental Review Manual complies with the California Environmental Quality Act of 1970, as amended, and with the District adopted Guidelines for their implementation. These EIR Guidelines will be updated as appropriate to keep current with evolving state legislation and guidelines.

ACKNOWLEDGMENTS

TO BE ADDED

APPENDIX

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